CEMETERIAL EXPENSES, ARMY APPROPRIATION FISCAL YEAR (FY) 2020 BUDGET ESTIMATES



March 2019

Military Construction, Veterans Affairs, and Related Agencies

JUSTIFICATION BOOK

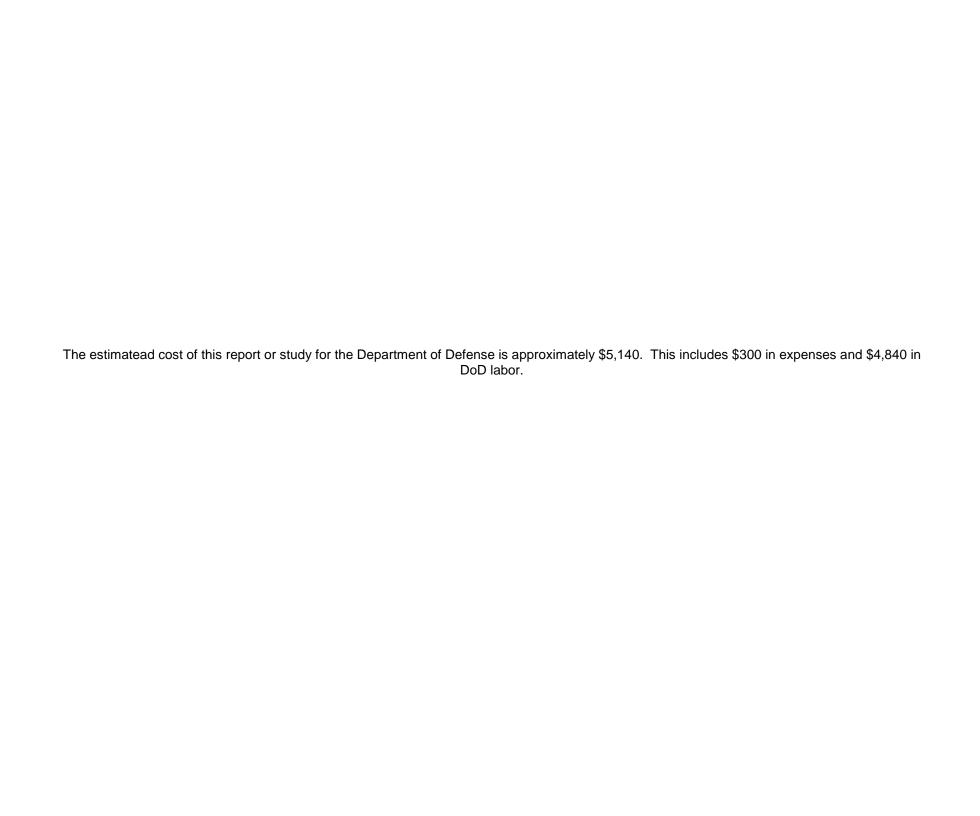


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FISCAL YEAR (FY) 2020 BUDGET

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

Arlington National Cemetery FY 2020 Funding Profile:

Army is requesting resources in FY 2020 for Arlington National Cemetery operations and improvements to continue addressing infrastructure revitalization and modernization projects. Army is requesting \$70.8 million in Cemeterial Expenses.

Support Budget Line Item Detail:

Cemeterial Expenses, Army (CEA)

Operations: \$45,800 Operations and Routine Maintenance

\$25,000 Infrastructure Modernization Projects Infrastructure Modernization:

Total Funding for ANC: \$70,800

DEPARTMENT OF THE ARMY ARLINGTON NATIONAL CEMETERY FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, And Related Agencies

Cemeterial Expenses, Army (\$ in Thousands)

Section II Appropriations Highlights

MILCON/VA/Related Agency Appropriation Summary:

	FY 2018 Actual	FY 2019 Enacted	FY 2020 Request
Cemeterial Expenses, Army			
Salaries and Expenses	80,800	80,800	70,800
Construction	167,000	33,600	0
Total	247,800	114,400	70,800

Introductory Statement:

Arlington National Cemetery (ANC) and the Soldiers' and Airmen's Home National Cemetery (SAHNC) are a living history of America. They are the final resting place for the heroes and patriots who built, preserved and protected our great Nation from its establishment during the Civil War to the most recent military activities that continue today. From the Soldiers of The Old Guard stepping in solemn vigilance before the Tomb of the Unknowns, to the gravesites of heroes and presidents, to the funerals for our veterans and families of ongoing conflicts and wars long over, the memorials and acres of neatly lined white markers serve as a vivid reminder of the price so many have paid to keep our Nation safe and free.

Arlington National Cemetery consists of both Arlington National Cemetery in Arlington, Virginia, and the Soldiers' and Airmen's Home National Cemetery in Washington, D.C. The SAHNC is one of the country's oldest national cemeteries, marking the final resting place for more than 14,000 veterans, including those who fought in the Civil War. The SAHNC continues to offer a final resting place for residents of the Armed Forces Retirement Home (AFRH) and is operated by the staff at ANC.

Since 1864, the U.S. Army has been the steward of ANC—an active military shrine that continues to inter or inurn veterans, spouses, and eligible dependents with dignity and honor. ANC employees, active duty military funeral details, and active duty funeral escort units from the Army, Navy, Marine Corps, Air Force and Coast Guard honor, on average, 30 veterans and family members each weekday, and 7-10 burials on Saturday (approximately 7,000 annually).

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

ANC also has a unique public outreach mission within the Department of Defense (DoD) serving as one of the most visited sites in the Washington, D.C. area. ANC strives to connect the cemetery's rich history with over three million visitors annually and hosts thousands of public and official ceremonies, ranging from heads of state to schools and scouting troops to veterans with the Honor Flights from across the United States and the world. Other notable events include Wreaths Across America which draws over 100,000 volunteers, the Sunrise Service on Easter Sunday which attracts approximately 5,000 visitors and two national ceremonies each year in the Memorial Amphitheater on Memorial Day and Veteran's Day.

The ANC grounds also honor those who have served our Nation. Unique among our national cemeteries and landmarks, the impressive landscape of ANC was designated a Level III Arboretum in June of 2018 and serves as a tribute to the service and sacrifice of every individual laid to rest within the hallowed grounds over the past 150 years. The grounds provide a sense of beauty and peace—a solemn place for military families and our Nation to mourn—and for our citizens and international guests to explore. The rolling green hills of ANC - across the Potomac River from our Nation's capital are dotted with approximately 8,400 trees complementing the gardens throughout the approximately 624 acres of the cemetery.

ANC Administration and Operations:

10 U.S.C. 4721 establishes the roles and responsibilities of the Army National Military Cemeteries' (ANMC) Executive Director who has overarching operational responsibility for Arlington National Cemetery and Soliders' and Airmen's Home National Cemetery. ANMC's Executive Director administers the total operational requirements for ANC and SAHNC along with providing policies, standards, and oversight to the Army's 39 other cemeteries. The Executive Director's ANC specific authorities and responsibilities include:

- Exercising authority, direction, and control over all aspects of ANC's long-term development and day-to-day administration and operations;
- Formulating, administering, and overseeing plans, policies, and regulations pertaining to development, operation, and management of the Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery;
- Overseeing programming, planning, budgeting, and execution of the Cemeterial Expenses, Army Appropriation and other accounts
 pertaining to ANC's operations; and,
- Supervising and rating the performance of both the Superintendent and Deputy Superintendent.

The Executive Director's staff maintains functional expertise in operations, strategic communications, information management, resource management, and engineering. The Executive Director is supported by ceremonial units from the Armed Services to provide funeral honors and memorial services, a detailed staff of chaplains, staff support from Headquarters Department of the Army, and the Arlington Ladies who represent the Service Chiefs and Commandants of each Armed Service at funerals. The Superintendent is responsible for the execution of daily operations. There are three functional divisions: Deputy Superintendent, Chief of Engineering and the ANC staff under the direction of the Chief of Staff.

In exercising authority, direction, and control over all aspects of ANC's long-term development and day-to-day administration and operations, the Executive Director focuses on ANC's mission, vision, objectives, and lines of effort:

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

- ANC Mission: Arlington National Cemetery represents the American people past, present, and future generations by laying to rest those who have served our nation with dignity and honor while immersing guests in the cemetery's living history.
- <u>Vision:</u> We are privileged to honor the service and sacrifice of those laid to rest at ANC and SAHNC. This solemn and honorable duty is captured as a singular vision that drives what we do each and every day honoring service and sacrifice to a grateful Nation.

Objectives:

- Honor the fallen and sustain accountability
- Preserve our hallowed grounds
- Synchronize and sustain Arlington National Cemetery for the future
- <u>Lines of Effort</u>: All of our efforts must help ensure that ANC remains a place for every generation to Honor, Remember and Explore the depths of the creation of this great Nation and the heroes that have made incredible sacrifices for freedom.
 - Honor Honor the service and sacrifice of our eligible military members, Veterans, and their family members with dignity, compassion, and accountability.
 - Remember Remember the sacrifices of those from each generation who have answered the call to serve by preserving cemeteries befitting of their sacrifices.
 - **Explore** Enable our guests to explore the rich, living history of our cemeteries and gain an appreciation for those who have defended our freedom and helped shape our Nation's history.

Description of Operations Financed:

The Military Construction, Veterans Affairs, and Related Agencies (MILCON/VA) appropriation, under Title III – Related Agencies: Cemeterial Expenses, Army, provides ANC with its funding. These are multi-year funds which cover salaries and expenses related to operation & maintenance, construction, and infrastructure revitalization projects at both Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery.

Operation & maintenance funding allocations support and sustain daily operations for funerals, ceremonies, and memorializations. They include the care and upkeep of gravesites and niches, grounds maintenance, repair of roadways, facilities and other infrastructure assets, and procurement of support equipment. Funding allocations additionally address requirements for maintenance and repair of ANC facilities and infrastructure, such as water, sewer and facilities upkeep. Investments made in support equipment, such as gas tampers, additional backhoes, and other productivity-enhancing equipment have enabled ANC to operate more efficiently and effectively in preparing for daily burial operations and increasing both the number of gravesites available and the number of interments or inurnments conducted daily.

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

Infrastructure revitalization funding for capital improvement projects aids in preserving Arlington National Cemetery as a national shrine while maintaining its quality, dignity, and central function as a military burial ground for the future. Key capital improvement projects add considerable value to ANC's mission.

Appropriations Language:

MILITARY CONSTRUCTION, VETERANS AFFAIRS' AND RELATED AGENCIES (TITLE III – RELATED AGENCIES)

CEMETERIAL EXPENSES, ARMY

SALARIES AND EXPENSES

For necessary expenses for maintenance, operation, and improvement of Arlington National Cemetery and Soldiers' and Airmen's Home National Cemetery, including the purchase or lease of passenger motor vehicles, and not to exceed \$2,000 for official reception and representation expenses, \$70,800,000 of which not to exceed \$15,000,000 shall remain available until September 30, 2022. In addition, such sums as may be necessary for parking maintenance, repairs and replacement, to be derived from the "Lease of Department of Defense Real Property for Defense Agencies" account.

Sec. 301. Amounts deposited into the special account established under 10 U.S.C. 4727 are appropriated and shall be available until expended to support activities at the Army National Military Cemeteries.

Appropriations Language Narrative:

The \$70.8 million request in the Cemeterial Expense, Army – Salaries and Expense accounts, supports Arlington National Cemetery for the purpose of daily operations and addressing historical structure restoration, facilities restoration and modernization issues.

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army
(\$ in Thousands)

Section III **Budget Detail**

Appropriation Summary of Price/Program Growth:

	FY 2018	FY 2019	FY 2020
Description	Actual_	Enacted_	Request
SALARIES AND EXPENSES			
Operation & Maintenance	54,800	55,800	45,800
Infrastructure Restoration	26,000	25,000	25,000
illiastructure Nestoration	20,000	25,000	25,000
Planning and Designing	17,000	0	0
Construction	150,000	33,600	0
Total	247,800	114,400	70,800

Cemeterial Expenses, Army

21-1805-0-1-705 <u>Description</u>	FY 2018 Program	FY 2019 Program	FY 2020 Program	
Operation and Maintenance	55,800	55,800	45,800	
Construction	167,000	33,600	-	
Planning and Designing	-	-	-	
Infrastructure Modernization	25,000	25,000	25,000	
Total	247,800	114,400	70,800	

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

Appropriation Summary- By Object Class:

Cemeterial Expenses, Army

	21-1805-0-1-705	FY 2018 ¹	FY 2019	FY 2020 ²
OC	Description	Actual	Estimate	Estimate
11110	FULL-TIME EQUIVALENTS	12,909	14,714	14,714
11510	OTHER PERSONNEL COMPENSATION	1,099	341	341
12110	CIVILIAN PERSONNEL BENEFITS	4,306	4,903	4,903
21010	TRAVEL	325	301	301
23310	COMMUNICATIONS, UTILITIES, AND MISC.	916	1,330	1,330
24010	PRINTING AND REPRODUCTION	19	20	20
25110	PROFESSIONAL SPT SVC	14,085		
25210	CONTRACTING	15,287	25,279	27,072
25310	INTRAGOV PURCH	1,621	-	-
25410	FACILITY O&M	773	-	-
25710	EQUIP MAINT BY CONTRACT	1,239	-	-
26010	SUPPLIES & MATERIALS	819	1,471	1,471
31010	EQUIPMENT	1,962	420	420
32010	LAND AND STRUCTURES	33,789	32,227	24,639
	TOTAL	89,160	81,006	75,211

¹ The final certified SF 133 included an erroneous obligation amount of \$63.361 million. DFAS acknowledged the error but was unable to correct it before final year end reports were published. The data in the FY 2018 actual column reflects what ANC actually obligated.

² The FY 2020 object class estimate includes carryover available for obligation.

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

Reconciliation of Appropriations and Obligations- Including Carry-Over & Recoveries:

Cemeterial Expenses, Army: 21-1805-0-1-705/21-1809-	Operation & Maintenance	Administration	Construction/ Infrastructure Revitalization	ANC Major Construction	Totals
0-1-705	(0861)	(0864)	(0865/0866)	(1809)	
A. FY 2018 Appropriation (Allocations)	54,800	-	26,000	167,000	247,800
B. Rescission of FY 2017 Authority	-	-		-	
C. Allocation of Carry Over & Recoveries from PY	2,493	330	15,456	-	19,554
D. FY 2018 Total Budgetary Resources Available	57,293	330	42,731	167,000	267,354
E. FY 2018 Obligations	54,800	-	33,663	618	89,160
F. FY 2019 Appropriation (Allocations) Estimated	55,800	-	25,000	33,600	114,400
G. Recession of FY 2018 Authority	-	-		-	-
H. Allocation of Carry Over & Recoveries from PY	1,537	330	15,457	16,303	33,627
I. FY 2019 Total Budgetary Resources Available	57,337	330	40,457	49,903	148,027
J. FY 2019 Planned Obligations	55,800	-	25,206	-	81,006
K. FY 2020 Appropriation Planned (Allocations)	45,800	-	25,000	-	70,800
L. FY 2020 Planned Obligations	45,800	-	25,000	-	70,800
M. Change (FY 2019 vs FY 2020)					
Appropriation (Line K minus Line F)	(10,000)	-	-	(33,600)	(43,600)
2. Obligations (Line L minus Line J)	(10,000)	(329)	(10,457)	-	(10,206)

- Operation & Maintenance (086100) Funding supports day-to-day operations of the Arlington National Cemetery, including planning
 and execution for more than 7,000 interments and inurnments annually, as well as routine repairs made to facilities, contracted services,
 and horticultural work at Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery. Funding shown in
 Object Class 31 is included in these estimates.
- Sustainment, Restoration and Modernization (086600) Funding supports ANC's infrastructure (086600) Funding supports the renovation, sustainment and maintenance of ANC facilities, infrastructure and roadways. Created in FY 2013 to account for SRM backlog.
- ANC Major Construction (1809) Funding supports ANC's expansion efforts in construction of facilities and land improvements for
 expanded burial capacity. Congress provided partial funding of \$167 million in FY 2018 and \$33.6 million in 2019.

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

Section IV Financial Summary

Financial Summary (Appropriations): Increases and Decreases:

FY 2020 Requested (Cemeterial Expenses, Army: 21-1805-0-1-705) Congressional Adjustments Appropriated Amount Anticipated Program Increases Annualization of FY 2020 New Programs One-Time Cost Increases 0	\$ 70,800
Appropriated Amount	\$ 70.800
Anticipated Program Increases	+0
Annualization of FY 2020 New Programs 0	
One-Time Cost Increases0	
Civilian Starting (Compensation & Benefit Costs Unity)	
Land & Structures (Infrastructure Modernization)	
Anticipated Program Decreases	
FY 2020 Budget	\$ 70,800

No Anticipated Program Increases reflected in FY 2020 Budget Request.

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

Section V Personnel Summary

ANC Personnel Requirements:

Army conducted a manpower review of ANC in FY 2015 which validated the organizational structure and total manning levels for Arlington National Cemetery's mission, functions, authorities, and command and staff relationships within the Army. ANC is actively hiring all vacant positions and working with Civilian Personnel Advisory Center (CPAC) to streamline the hiring process. FY 2018 actual salaries include overtime, awards, permanent change of station costs while planned only includes salaries and benefits. Average Salary increases from FY 2018 to FY 2019 reflect changes in the mix of the General Schedule and Federal Wage Graded employees.

	FY 2018	FY 2019	FY 2020	
	Actual	Request	Request	Change
Active Military End Strength Total	14	14	14	0
Officer	9	9	9	0
Enlisted	5	5	5	0
Civilian Full-Time Equivalents (FTE) Total	180	201	201	0
Total Military/FTEs	194	215	215	0
Average Annual Civilian Salary Cost				
General Schedule (GS) Graded Positions Federal Wage Grade (WG) System	\$117.50	\$107.97	\$107.97	\$0
Positions	\$83.97	\$82.38	\$82.38	\$0

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

Section VI Supporting Budget Priorities

Background:

Arlington National Cemetery is a national treasure. Preserving this asset well into the future and maintaining its quality, standing as a National Shrine, and central function as a military burial ground are paramount to Army leadership. ANC's budget identifies key capital improvement projects – including our most significant expansion project in decades - and infrastructure modernization projects which maintain and sustain safety, security, and environmental requirements.

Supporting DoD and Army Priorities:

- **Department of Defense Priority Preserve and Enhance the Force**: This request is critical to continuing Arlington National Cemetery's mission and preserving the national shrine for generations to come.
- <u>Army Priority</u>: ANC must continue to revitalize and maintain infrastructure systems to provide an effective and safe environment for conducting daily burials, hosting ceremonies and hosting visitors in a manner that honors our nation's veterans.
- Objectives: To achieve its intent, ANC is pursuing three objectives in order to accomplish its sacred mission:
 - Honor the Fallen & Sustain Accountability. ANC's decisive operation—its core mission—is to honor our Nation's fallen military heroes as they are laid to rest in solemn repose. At its end state, "Honor the Fallen" ensures that each family feels that they were served in a timely manner by a professional and compassionate staff that scheduled and conducted the final tribute to their loved one flawlessly; the family leaves feeling their needs were met and entrusting their loved one to the care of ANC with full faith and confidence in ANC; and the permanent commemoration is erected free of error in a timely manner. We continue to optimize information technology to accomplish this objective. As an active cemetery, this objective most importantly focuses on conducting flawless interment operations and implementing the six-step chain of custody. ANC Explorer, ANC Mapper and the ANC website are examples of information technology solutions utilized. Efforts continue to enhance the auditable systems of record. Ongoing development and implementation of an Enterprise Interment Services System further codified the accountability processes developed.
 - Preserve these Hallowed Grounds. This objective ensures that ANC's grounds, memorials and facilities continue to honor the veterans and their families who have served the Nation by providing a sense of beauty and peace. We began capturing data in 2018 for infrastructure maintenance work. The data will assist in determining the annual cost of recurring maintenance and infrastructure. As a national shrine, ANC's impressive 624 acre landscape also requires constant attention and improvements to enhance its natural beauty and native environment. In April 2018, ANC was awarded Level III arboretum accreditation for its achievements in meeting specific standards for arboreta and botanic gardens by the ArbNet Arboretum Accreditation Program and the Morton Arboretum. Great care is taken by dedicated cemetery employees working tirelessly throughout the year to ensure the grounds are maintained to the highest standards. At its end state this objective ensures that

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE

Military Construction, Veterans Affairs, and Related Agencies Cemeterial Expenses, Army (\$ in Thousands)

ANC's physical setting is kept at national shrine standards, which enhances the experience for visitors and families coming to mourn for and honor our Nation's military heroes.

- Synchronize & Sustain Arlington National Cemetery for the Future. Our goal is to synchronize cemetery activities and to
 enable continued operation well into the future. This objective supports the Southern Expansion our most significant expansion
 project in decades. Also, included is information technology development and modernization, of systems that ensures both
 accountability and collaboration.
- Infrastructure Modernization Projects: ANC continues to execute sustainment, restoration and modernization (SRM) of its previously
 long neglected infrastructure. With few exceptions, ANC has completed work on failing systems and is now modernizing the remaining
 infrastructure in a systematic manner while implementing management systems to track, forecast and program for SRM.
 - Underground Utilities & Drainage ANC has modernized the entire water network and the most deteriorated sections of the storm drain lines, but significant work remains to modernize the septic sewer system. Storm drains are now being repaired or modernized in conjunction with road projects to take advantage of construction/economic efficiencies as well as reduce operational impacts to the cemetery. ANC conducted lengthy emergency repairs in 2018 to restore sanitary sewer service to portions of the Welcome Center and Memorial Amphitheater. The entire sanitary sewer line network was also evaluated to inform a more systemic plan for system modernization moving forward. Additionally, ANC is in the midst of evaluating the option of privatization of the water and sanitary sewer systems at ANC as part of a larger Defense Logistics Agency program.
 - General Building Repair This project category is transitioning from urgent sustainment activities to preventive maintenance and SRM. This includes addressing public accessibility shortfalls that are a significant concern given the high number of aging veterans and wounded warriors who visit ANC. Facilities still requiring upgrade include the Administration Building (starting second quarter FY 2019), the main floor of the Welcome Center, Memorial Amphitheater, and the maintenance complex.
 - Road Rebuilding & Repair ANC has completed work on nearly half of the 12 miles of roadway identified in 2011 as needing to be repaired or rebuilt. Road rebuilding continues at a deliberate pace throughout the cemetery to prevent unacceptable impacts to burial operations. The current project on an extensive group of roads in the northern portion of the cemetery will be completed in FY 2019. A group of similar road projects will follow in succession in the southern portion of the cemetery beginning in FY 2019 to finish off the total requirement. These road projects include replacement of storm water systems to comply with regulatory requirements as well as adding conduits to support the future expansion of the cemetery Wi-Fi network which supports burial operations crews and cemetery visitors.
 - Stonework/Masonry Repairs This project category addresses rebuilding the crumbling flagstone sidewalks, paved plazas and stone boundary walls throughout ANC. Areas posing safety hazards for visiting families and the public have already been addressed in the columbarium courts, amphitheaters, and JFK gravesite, and will be addressed by future projects in the Welcome Center plazas. Cleaning and restoration of the columbarium courts stonework continues and will be complete in 2019. Large sections of the ANC boundary wall remain in poor condition while small sections have been repaired. ANC is currently evaluating the wall from a security standpoint to determine what repairs or modifications are required to maintain or change this

FISCAL YEAR (FY) 2020 BUDGET ESTIMATE Military Construction, Veterans Affairs, and Related Agencies

Cemeterial Expenses, Army
(\$ in Thousands)

historic resource. Lastly, ANC completed a multi-year study to identify the best treatment method to remove biofilm from the Memorial Amphitheater and will be cleaning this structure over the next year.

■ Sustainment of Infrastructure — ANC is currently implementing a combination of systems to track current, routine and unexpected maintenance requirements along with providing condition assessments. One of the important and unique focus areas of preventative maintenance includes restoring, cleaning and maintaining the numerous monuments and memorials throughout the Cemetery that contribute to our listing on the National Historic Register of Historic Places.