CEMETERIAL EXPENSES, ARMY APPROPRIATION FISCAL YEAR (FY) 2021 BUDGET ESTIMATES



February 2020

Military Construction, Veterans Affairs, and Related Agencies

### **JUSTIFICATION BOOK**

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# 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 I Executive Summary** 

#### **Arlington National Cemetery FY 2021 Funding Profile:**

Army is requesting resources in FY 2021 for Arlington National Cemetery operations and improvements to continue addressing infrastructure revitalization and modernization projects. Army is requesting \$70.8 million in Cemeterial Expenses.

# DEPARTMENT OF THE ARMY ARLINGTON NATIONAL CEMETERY EISCAL VEAR (EV) 2021 BUIDGET ESTIMATE

#### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE

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

#### **Supporting Budget Line Item Detail:**

Cemeterial Expenses, Army (CEA)

Operations: \$45,800 Operations and Routine Maintenance

Infrastructure Modernization: \$25,000 Infrastructure Modernization Project

Total Funding for ANC: \$70,800

#### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE

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

#### **Section II Appropriation Highlights**

#### MILCON/VA/Related Agency Appropriation Summary:

Cemeterial Expenses, Army	FY 2019 Actual	FY 2020 Enacted	FY 2021 Requested
Salaries and Expenses	80,800	80,800	70,800
Construction	33,600	-	
Total	114,400	80,800	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 families and veterans 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) 2021 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 10,000 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: the Superintendent; Director, Interment Services and Operations; Director, Engineers; Chief of Staff; Senior Enlisted Advisor.

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 total management and administration of operations at ANC and SAHNC. There are three

#### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE

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

directorates: Director, Internment Services and Operations; Director, Engineers (Engineers, Facilities, Horticultrue and Cultural Resources); and the Chief of Staff (RM, HR, Contracts/Logistics, Public Affairs and Outreach, Operations and Security, Safety and Strategic Plans).

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

- **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.

#### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE

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

#### **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 a combination of one-year and 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. Operation & maintenance funding includes the care and upkeep of gravesites and niches, grounds maintenance, upkeep of facilities and other infrastructure assets, and procurement of support equipment. Funding allocations additionally address requirements for maintenance and repair of ANC infrastructure such as facilities, roadways, water and sewer utilities and cultural resources upkeep. Investments made in support equipment, such as excavators, innovative utility vehicles, and other productivity enhancing equipment have enabled ANC to operate with greater effectiveness and efficiency. Implementing cutting edge equipment technology enhancements has reduced the physical impact of burial activities to the grounds and improved the visible presence to families.

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 well into the future. Key capital improvement projects ensure ANC is able to accomplish its mission now and for the future.

#### **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, 2023. 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.

#### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE

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

#### **Appropriations Language Narrative:**

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

#### Section III Budget Detail

#### **Appropriation Summary of Price/Program Growth:**

21-1805-0-1-705 <u>Description</u>	FY 2019 Program	FY 2020 Program	FY 2021 Program
Operation and Maintenance	55,800	45,800	45,800
Construction (Southern Expansion)	33,600	-	
Planning and Designing	-	-	-
Infrastructure Modernization <b>Total</b>	25,000 114,400	25,000 <b>70,800</b>	25,000 <b>70,800</b>

#### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE Military Construction, Veterans Affairs, and Related Agencies

Cemeterial Expenses, Army

(\$ in Thousands)

#### **Appropriation Summary- By Object Class:**

	Cerneterial Expenses, Army			
	21-1805-0-1-705	FY 2019	FY 2020	FY 2021
OC	Description	Actual	Estimate	Estimate
11110	FULL-TIME EQUIVALENTS	13,702	15,723	15,984
11510	OTHER PERSONNEL COMPENSATION	1,177	344	512
12110	CIVILIAN PERSONNEL BENEFITS	4,554	5,617	5,920
21010	TRAVEL	388	301	301
23310	COMMUNICATIONS, UTILITIES, AND MISC.	1,330	1,330	1,330
24010	PRINTING AND REPRODUCTION	27	20	20
25110	PROFESSIONAL SPT SVC	-	-	-
25210	CONTRACTING	28,810	30,957	26,401
25310	INTRAGOV PURCH	-	-	-
25410	FACILITY O&M	-	-	-
25710	EQUIP MAINT BY CONTRACT	-	-	-
26010	SUPPLIES & MATERIALS	1,243	1,471	1,471
31010	EQUIPMENT	632	420	420
32010	LAND AND STRUCTURES	30,893	24,639	25,926
	TOTAL	82,756	80,822	78,285

#### FISCAL YEAR (FY) 2021 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: 21-1805-0-1-705/21-1809-0-1-705	Operation & Maintenance (0861)	Administration (0864)	Construction/ Infrastructure Revitalization (0865/0866)	ANC Major Construction (1809)	Totals
A. FY 2019 Appropriation (Allocations)	55,800	-	25,000	33,600	114,400
B. Rescission of FY 2018 Authority	-	-		-	
C. Allocation of Carry Over & Recoveries from PY	1,537	330	15,457	166,303	183,627
D. FY 2019 Total Budgetary Resources Available	57,337	330	40,457	199,903	298,027
E. FY 2019 Obligations (a/o 30 Sep estimated)	54,800	-	33,663	697	89,160
F. FY 2020 Appropriation (Allocations) Estimated	55,800	-	25,000	-	80,800
G. Recession of FY 2019 Authority	-	-		-	-
H. Allocation of Carry Over & Recoveries from PY	1,606	754	11,915	199,903	214,178
I. FY 2020 Total Budgetary Resources Available	57,406	754	36,915	199,903	294,978
J. FY 2020 Planned Obligations	45,800	-	33,667	-	79,467
K. FY 2021 Appropriation Planned (Allocations)	45,800	-	25,000	-	70,800
L. FY 2021 Planned Obligations	45,800	-	32,189	-	77,989
M. Change (FY 2019 vs FY 2020)					
1. Appropriation (Line K minus Line F)	(10,000)	-	-	-	(10,000)
2. Obligations (Line L minus Line J)	-	-	(1,478)		(1,478)

- Operation & Maintenance (086100) One-year funding supports day-to-day operations of the Arlington National Cemetery, including planning and execution for about 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 (086500/086600) Multi-year funding supports ANC's infrastructure renovation, sustainment and maintenance of ANC facilities, utilities and roadways. Created in FY 2013 to address the 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 for Southern Expansion, \$167 million in FY 2018 and \$33.6 million in FY 2019.

#### FISCAL YEAR (FY) 2021 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 2021 Requested (Cemeterial Expenses, Army: 21-1805-0-1-705)	\$70,800 \$0
Appropriated Amount Anticipated Program Increases	\$70,800
Anticipated Program Increases	+\$732
Annualization of FY 2021 New Programs\$0	
One-Time Cost Increases\$0	
Civilian Staffing (Compensation & Benefit Costs Only)\$732	
Land & Structures (Infrastructure Modernization)	
Anticipated Program Decreases	\$732
One Time Cost Decreases (removal of Congressional Adjustment)	
One-Time Cost Decreases (removal of Congressional Adjustment)\$0	
Travel and Transportation of Persons Cost Decreases\$0	
Travel and Transportation of Persons Cost Decreases	
Travel and Transportation of Persons Cost Decreases	
Travel and Transportation of Persons Cost Decreases \$0 Utilities, Rents, and Communication Cost Decreases \$0 Contracts \$732 Reproduction Cost Decreases \$0	
Travel and Transportation of Persons Cost Decreases	

#### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE

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

#### **Personnel Summary** Section V

#### **ANC Personnel Requirements:**

Army is conducting a manpower review of ANC in FY 2020 which will validate 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 2019 actual salaries include overtime and awards costs while planned only includes salaries and benefits. Average Salary increases from FY 2019 to FY 2021 reflect changes in the mix of the General Schedule and Federal Wage Graded employees.

	FY 2019	FY 2020	FY 2021	
	<b>Actual</b>	Requested	Requested	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	176	201	201	0
Total Military/FTEs	190	215	215	0
Average Annual Civilian Salary Cost				
General Schedule (GS) Graded Positions	\$115.44	\$107.97	\$120.08	\$12.11
Federal Wage Grade (WG) System Positions	\$82.39	\$82.38	\$85.58	\$3.20

#### FISCAL YEAR (FY) 2021 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 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 and 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 to deliver ANC's mission. Efforts continue to enhance the auditable systems of record. Ongoing development and implementation of an Enterprise Interment Services System further codifies and sustains the accountability processes.
  - 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. In 2018, we began capturing data 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

### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE Military Construction, Veterans Affairs, and Related Agencies

Cemeterial Expenses, Army
(\$ in Thousands)

requires constant attention and improvements to enhance its natural beauty and native environment. In April 2018, ANC was awarded Level III arboretum accreditation, by the ArbNet Arboretum Accreditation Program and the Morton Arboretum for achievements in meeting specific standards for arboreta and botanic gardens. Great care is taken by dedicated cemetery employees and contract staff working tirelessly throughout the year to ensure the grounds are maintained to the highest standards. At its end state this objective ensures that 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 are information technology development and
  modernization of systems that ensures both accountability and collaboration.
- <u>Infrastructure Modernization Projects</u>: 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 continues to modernize 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 accomplish construction/economic efficiencies as well as reduce operational impacts to the cemetery. ANC conducted significant emergency repairs in 2019 to repair damage from flooding and leaking skylights within the Welcome Center, and three sinkholes along Patton Drive which impacted burial operations and traffic safety due to water spilling along Columbia Pike and freezing. The entire sanitary sewer line network was also evaluated to inform a more systemic plan for future system modernization. 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 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 requiring repair or rebuild. Road rebuilding continues at a deliberate pace throughout the cemetery to minimize impacts to burial operations. One current project, on an extensive group of roads in the northern portion of the

### FISCAL YEAR (FY) 2021 BUDGET ESTIMATE Military Construction, Veterans Affairs, and Related Agencies

Cemeterial Expenses, Army
(\$ in Thousands)

cemetery, will be completed in FY 2020. A second significant road repair project was started in FY 2019 near the southern portion of the cemetery. Additional road repair projects continue to be planned and designed. 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, cemetery visitors, and public outreach.

- Historical 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 several columbarium courts completed in 2019 with other courts still being planned for the future. Large sections of the ANC boundary wall remain in poor condition while small sections have been repaired. ANC is currently evaluating the boundary wall from a security standpoint to determine what repairs or modifications are required to maintain or change this historic resource. Lastly, ANC completed a multi-year study to identify the best treatment method to remove biofilm from the Memorial Amphitheater and is currently planning implementation of the cleaning method along with repair work to damaged or deterioriated stone.
- Sustainment of Infrastructure ANC is implementing a combination of systems to track current, routine and unexpected maintenance requirements which also provides 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 its listing on the National Historic Register of Historic Places. ANC recently hired a staff conservator with extensive experience in architectiural and object conservation to develop and implement that program.