

**DEPARTMENT OF THE ARMY**

**COMPLETE STATEMENT**

**OF**

**THE HONORABLE JO-ELLEN DARCY**

**ASSISTANT SECRETARY OF THE ARMY (CIVIL WORKS)**

**BEFORE**

**THE SUBCOMMITTEE ON MILITARY CONSTRUCTION, VETERANS AFFAIRS AND  
RELATED AGENCIES**

**COMMITTEE ON APPROPRIATIONS**

**UNITED STATES HOUSE OF REPRESENTATIVES**

**ON**

**THE CEMETERIAL EXPENSES, ARMY PROGRAM**

**FEBRUARY 24, 2010**

Mr. Chairman and distinguished members of the Subcommittee, thank you for the opportunity to present the President’s Budget for the Department of the Army Cemeterial Expenses program for Fiscal Year (FY) 2010.

**INTRODUCTION**

With me today are Mr. John C. Metzler, Jr., Superintendent of Arlington National Cemetery, Ms. Claudia L. Tornblom, Deputy Assistant Secretary (Management and Budget), and Mr. Alan Gregory, Chief Financial Officer at Arlington National Cemetery . We are testifying on behalf of the Secretary of the Army, who is responsible for the overall supervision of Arlington and Soldiers’ and Airmen’s Home National Cemeteries.

As the agency responsible for these two cemeteries, the Army is committed to rendering public honor and recognition through dignified burial services for members of the Armed Services and other eligible persons in a setting of peace, reverence and natural beauty. On behalf of the cemeteries and the Department of the Army, I would like to express our appreciation for the support that Congress has provided over the years.

**FISCAL YEAR 2011 BUDGET OVERVIEW**

The FY 2011 budget is \$38,100,000, which is \$1,750,000 less than the FY 2010 appropriation of \$39,850,000. The FY 2011 budget will support Arlington National Cemetery’s efforts to improve its infrastructure and continue working toward implementation of its Ten-year Capital Investment Plan. The funds requested are adequate to support the work force, maintain buildings and grounds, acquire necessary supplies and equipment, and provide the standards of service expected at Arlington and Soldiers’ and Airmen’s Home National Cemeteries.

**GRAVESITE DEVELOPMENT**

The following table displays how long gravesites will remain available in both developed and undeveloped areas of Arlington National Cemetery (ANC).

Arlington National Cemetery						
Gravesite Capacity as of September 30, 2009						
Gravesite Capacity - Developed Areas	Total Gravesites Used	Gravesites Currently Available	Year Available Capacity Exhausted	Gravesite Capacity - Undeveloped Area	Total Gravesite Capacity	Year Total Capacity Exhausted
247,471	221,741	25,730	2021	46,496	293,967	2044

The gravesite capacity shown in the table for the undeveloped area (46,496 gravesites) consists of (a) a portion of Project 90 that is currently being used as a construction staging area (23,000 gravesites), (b) utility relocations (10,000 gravesites), and (c) the Millennium Project (13,496 gravesites). With the addition of these gravesites, capacity will be extended to 2044. The table does not include the Navy Annex, which would yield approximately 25,200 additional gravesites, thereby allowing ANC to remain open to in-ground burials until 2056.

In order to minimize cost and disruption in ANC, relocation of the Federally-owned water main is included in a construction contract that was awarded by Arlington County, Virginia, to replace a sanitary sewer line with a new one called the Potomac Interceptor. In September 2008, ANC transferred \$2,046,000 to Arlington County, to pay for ANC's share of the contract. Work began at ANC in November 2009 and will take approximately 18-24 months to complete. An additional \$2,650,000 was included in the FY 2010 appropriations act, which will be used to relocate telephone cables and fiber optic lines into a new duct bank that will run parallel to the sewer line and water line under the roadway. Relocation of the Federally owned water main and the other utilities will allow for the development of approximately eight to ten acres of land that will yield an estimated 10,000 additional gravesites.

### **COLUMBARIUM DEVELOPMENT**

The following table displays niche capacity and when it would be exhausted, based on current usage.

Arlington National Cemetery						
Niche Capacity as of September 30, 2009						
Niche Capacity - Developed	Total Niches Used	Niches Currently Available	Year Available Capacity Exhausted	Niche Capacity - Undeveloped	Total Niche Capacity	Year Total Capacity Exhausted
50,673	37,166	13,507	2016	22,999	73,672	2027

The undeveloped niche capacity (22,999 niches) shown in the table is for the Millennium Project. The table does not include Phase V (Court 9) of the Columbarium complex (20,000 niches) or the Navy Annex (30,241 niches). Construction of Phase V of the Columbarium complex would extend niche capacity to the year 2037. Development of the Navy Annex would further extend niche capacity to the year 2052.

### **BUDGET DETAILS**

The budget is made up of three programs -- Operation and Maintenance, Administration, and Construction. The principal items contained in each program are described below.

#### Operation and Maintenance Program

The budget for the Operation and Maintenance (O&M) program is \$25,547,000. It provides for the cost of operations necessary to support an average of 27 funeral services per day, accommodate approximately four million visitors each year, and maintain 624 acres of land and associated infrastructure at ANC, as well as Soldiers' and Airmen's Home National Cemetery. At the end of FY 2009, the remains of 345,618 persons occupy existing graves and niches at these two cemeteries.

More than half of the funds in the O&M program are for contractual services, including:

- Maintaining trees, shrubs and cemetery grounds;
- Providing security guard services;
- Installing, cleaning, aligning, and replacing headstones;
- Developing and maintaining automated systems and equipment;
- Providing custodial services;
- Supplying grave liners and related services; and
- Providing information and reception services.

The remainder of the O&M program is performed by Federal workers, who prepare gravesites, conduct approximately 6,970 interment and inurnment services each year, care for the visiting public's welfare, and perform recurring maintenance on equipment, buildings, and other facilities.

### Administration Program

The budget includes \$2,086,000 for the Administration program, which provides for essential management and administrative functions. Work includes staff supervision of both cemeteries, long-term planning and programming, budget formulation, resource management, and processing exceptions to eligibility. Funds will provide for compensation and benefits, and the reimbursable support services provided by other entities for finance and accounting, personnel, police, procurement, property accountability, funds certification, and funds reconciliation.

### Construction Program

The budget for the Construction program is \$10,467,000, consisting of the following projects:

- \$6,991,000 to continue construction of the Millennium Project or to fund Phase V of the Columbarium complex.
- \$1,000,000 to continue development of a new master plan for ANC.
- \$100,000 to repair storm and sanitary sewer lines.
- \$200,000 to repair and restore Columbarium Court 4.
- \$300,000 to repair masonry stone walls around the cemetery, flagstone walkways at the Tomb of the Unknowns and roof repairs as needed.
- \$100,000 to repair the Amphitheater roof.
- \$160,000 to repair leaks in the Visitor Center roof.
- \$91,000 to repair the driveway at SAHNC.
- \$150,000 for real property reporting.
- \$1,375,000 for road repairs.

Further information about the two largest items in the Construction program is provided below.

Further construction of the Millennium Project has been postponed until completion of review of the current site plan. Depending upon the final outcome of the review, the

budget amount of \$6,991,000 would be applied to either continuation of the Millennium Project or to construction of the next phase of the Columbarium complex. The Millennium Project remains as the single most important project for ANC because it will extend the useful life of the cemetery for in-ground burials, relieve overcrowding of funerals and provide additional niche capacity.

The budget includes \$1 million to continue development of a new Master Plan for ANC to replace the current Master Plan published in 1998. Due to post 9/11/01 force protection issues regarding Fort Myer, ANC, and other considerations, a new master plan is needed to evaluate a full array of options regarding management of the Cemetery in the future, including, but not limited to, capital development, land management, burial eligibility and consideration of another possible burial site. Work on the master plan is just getting underway.

### **FUNERALS**

In FY 2009, there were 4,117 interments and 2,842 inurnments, of which 58 were related to the war on terror. In FY 2010 and FY 2011, we estimate there will be 4,170 interments and 2,800 inurnments.

### **CEREMONIES AND VISITATION**

Millions of visitors, both foreign and American, come to ANC each year, making it one of the most visited historic sites in the National Capital Region. These visitors come to ANC to view the Cemetery and participate in ceremonial events. During FY 2009, there were about 3,000 non-funeral ceremonies conducted to honor those who rest in the Cemetery. The President of the United States participated in both the Memorial Day and Veterans Day events, laying a wreath at the Tomb of the Unknowns on both occasions. It is projected that the number of non-funeral ceremonies will be at a similar level in FY 2010 and FY 2011.

### **PARKING RECEIPTS**

A visitor parking facility was constructed at a cost of \$9.8 million and opened to the public in 1989. It is operated by lease with a private vendor. The lease proceeds that are in excess of operating costs are deposited into an account in the United States Treasury and may be used by ANC to make repairs to the facility. In October 2009, ANC initiated a \$2.0 million project to repair the area of the garage that is used by tour buses. The asphalt surface has been replaced with reinforced concrete to better support the weight of the busses. Appropriations language allows ANC to use 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.

### **TOMB OF THE UNKNOWNNS MONUMENT**

As previously reported, ANC has taken steps to address cracks that have been developing at the Tomb of the Unknowns monument. A contract has been awarded to repair the cracks and work is scheduled to begin in April 2010 when the average ambient

temperature is warm enough to apply grout to the cracks. ANC is in the final stages of completing the consultation process required by Section 106 of the National Historic Preservation Act prior to starting the work. The Army also is evaluating a proposal made by a private citizen to donate a block of marble to replace the current monument, should replacement ever be undertaken. A preliminary report on the suitability of a replacement block of marble and the structural integrity of the existing monument is currently under review. No decision has been made to replace the monument. Any decision on long-term options will be done in accordance with the requirements of the National Historic Preservation Act and the National Environmental Policy Act.

### **TOTAL CEMETERY MANAGEMENT SYSTEM**

As previously reported to the Subcommittee, ANC has been developing a Total Cemetery Management System (TCMS) to automate access to burial records and provide gravesite locations; support project and financial management; and aid in the management of supplies, equipment, and other administrative services. The system will maximize the use of electronic means to deliver services and benefits to the public in a manner that promotes security and privacy. A plan for developing TCMS was provided to the Subcommittee on February 5, 2007. Since then, ANC has been working to further define the requirements of this complex project.

Within its FY 2010 allocation, ANC has identified \$1,925,000 to continue the TCMS project. A total of \$1,500,000 is included in the FY 2011 budget for TCMS. Prior to conducting any further work, ANC, the Army and the Office of Management and Budget will collaborate in developing a course of action for using these funds. Future work also will take into account the findings and recommendations of several reviews being conducted by the Army's Inspector General. After these actions are complete, the Army will provide a progress report to the Subcommittee. In the interim, the information provided in this statement constitutes the Army's report in response to the Conference Report accompanying the FY 2010 appropriations act that directed the Army to provide a report by February 26, 2010.

### **CONCLUSION**

I would like to thank the Subcommittee for the support that it has provided to maintain Arlington National Cemetery and the U.S. Soldiers' and Airmen's Home National Cemetery, provide services for the many visitors, make capital investments needed to accommodate burials, and preserve the dignity, serenity and traditions of these national shrines.

Mr. Chairman, this concludes my testimony. We will be pleased to respond to questions from the Subcommittee.