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UPDATE ON ARLINGTON CEMETERY REFORMS

JOINT HEARING

BEFORE THE

SUBCOMMITTEE ON MILITARY PERSONNEL

MEETING JOINTLY WITH

SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED TWELFTH CONGRESS

FIRST SESSION

HEARING HELD
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UPDATE ON ARLINGTON CEMETERY REFORMS

HOUSE OF REPRESENTATIVES, COMMITTEE ON ARMED SERVICES, SUBCOMMITTEE ON MILITARY PERSONNEL, MEETING JOINTLY WITH THE SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS, *Washington, DC, Friday, September 23, 2011.*

The subcommittees met, pursuant to call, at 10:00 a.m., in room 2212, Rayburn House Office Building, Hon. Joe Wilson (chairman of the Subcommittee on Military Personnel) presiding.

OPENING STATEMENT OF HON. JOE WILSON, A REPRESENTATIVE FROM SOUTH CAROLINA, CHAIRMAN, SUBCOMMITTEE ON MILITARY PERSONNEL

Mr. WILSON. Good morning. Thank you for attending this morning. And I apologize. I am 4 minutes late. But I was with the Gold Star Mothers and, in particular, Ann Hampton, the very grateful mother of Captain Kimberly Hampton, who sadly was killed in a helicopter incident in Iraq.

And so as we begin today, today, the Military Personnel Subcommittee and the Oversight and Investigation Subcommittee are jointly hosting a hearing on the recent report to Congress by the Secretary of the Army. That report details the progress that has been made since June 2010 to address the numerous serious shortcomings found in the previous oversight, administration, and management of the Arlington National Cemetery which is under the supervision of the Department of the Army.

The Secretary's report is based on the findings of an inspection conducted by the Department of the Army Inspector General [IG]. Overall, there is clear evidence that substantial improvements have taken place at Arlington. That progress reflects not only in the personal commitment of Secretary John McHugh, but also the professionalism and commitment of Ms. Kathryn Condon, the Executive Director of the Army National Cemeteries Program, and Patrick Hallinan, the Superintendent of Arlington Cemetery.

While great strides have been made, much still remains to be done. My focus in the hearing will be where we go from here. I am especially concerned about the Inspector General's findings that the wait time for burials is substantially longer than previously reported. We need to find an appropriate way soon to reduce that waiting time.

Before I introduce our witnesses, let me recognize in turn Ranking Member Susan Davis of the Military Personnel Subcommittee; Rob Wittman, who is chairman of the Oversight and Investigations Subcommittee; and Jim Cooper, who is the ranking member of the

Oversight and Investigations Subcommittee, for any opening remarks they may wish.

Today we will hear—so I now recognize Mrs. Davis.

[The prepared statement of Mr. Wilson can be found in the Appendix on page 29.]

STATEMENT OF HON. SUSAN A. DAVIS, A REPRESENTATIVE FROM CALIFORNIA, RANKING MEMBER, SUBCOMMITTEE ON MILITARY PERSONNEL

Mrs. DAVIS. Thank you. Thank you, Mr. Chairman.

Ms. Condon and Mr. Hallinan, it is good to see you. I know you have been here before. Thank you. Welcome.

General McCoy, thank you for being here, and we look forward to hearing your assessment of Arlington and how it compares to last year's review.

Today our hearing is being held jointly with the Oversight and Investigations Subcommittee. So I certainly want to welcome our colleagues from the Oversight Subcommittee as well.

The Arlington National Cemetery is a final resting place for those who made the ultimate sacrifice in service to their nation. It is a place where we expect and we should demand the highest standard of conduct and performance of its employees, from management to the lowest levels of the workforce.

Sadly, the actions of a few individuals have tarnished the renowned reputation of this hallowed ground, so we are here to ensure that such actions never occur again and to begin to restore the trust that has been eroded by recent revelations.

General McCoy, your report seems to suggest that the Army has made significant improvements at Arlington, and I have been impressed by the ongoing reports that we have had. But more can be done.

Ms. Condon and Mr. Hallinan, it seems you have turned things around and that, again, has been impressive, and in a relatively short period of time. But the question that I have is, can this focus be maintained and what impact, if any, will potential budget concerns have on the operations of the Cemetery? I look forward to hearing from you on what has been accomplished for today and what the long-term strategic vision is for the Cemetery and ultimately how those plans may or may not be affected by the current budget environment.

Thank you so much, Mr. Chairman.

[The prepared statement of Mrs. Davis can be found in the Appendix on page 31.]

Mr. WILSON. Thank you, Mrs. Davis.

Chairman Rob Wittman.

STATEMENT OF HON. ROB WITTMAN, A REPRESENTATIVE FROM VIRGINIA, CHAIRMAN, SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

Mr. WITTMAN. Thank you, Mr. Chairman.

Good morning, Ms. Condon, Mr. Hallinan, General McCoy, thank you so much for taking the time to be here with us today.

And I am especially pleased that you brought along Captain Nate Peterson, who played such a critical role in the accountability task force.

Captain Peterson, thank you so much for your efforts.

I want to thank not only Captain Peterson but other members of your team, such as Sergeant John McDermott, for your efforts. Because of you, we now have an accurate count of gravesites and markers at Arlington, which will ensure that future plans are based on real facts and data, not supposition.

You should be proud of the service you provided to the task force and more importantly to your Nation. You have accomplished your duty with remarkable precision and diligence and have represented The Old Guard well. Great job.

Arlington Cemetery is a special place for many reasons. But for me, it is special because it is where generations of heroes have been laid to rest. It is a place where we can go and pay appropriate tribute to heroes who dedicated their lives to others in answer to our Nation's call to duty despite the sacrifices associated with doing so.

It is why I feel so passionately about accountability and oversight of Arlington and why I was happy to read about the recent progress that has been made on a number of issues. In particular, I was happy to learn that the IG didn't identify any deficiencies during the most recent inspection. And I am happy to know that the Army has dedicated the manpower and resources to hopefully sustain this progress moving forward.

That said, I note a number of issues that continue to cause concern, such as employee training, acquisition and contracting procedures and oversight, and also long-term organizational plans and oversight regimes. I hope today that you will address these issues. And I look forward to hearing your views on how they will be addressed moving forward.

Again, I thank all of you for being here today and thank you for your service to our Nation.

[The prepared statement of Mr. Wittman can be found in the Appendix on page 33.]

Mr. WILSON. Thank you, Mr. Wittman.

We now proceed to Ranking Member Jim Cooper.

Mr. COOPER. Thank you, Mr. Chairman. I would like to welcome the witnesses. I have no opening statement.

Mr. WILSON. Thank you, Mr. Cooper.

Today we will be hearing from Major General William McCoy, Deputy Inspector General of the U.S. Army, to be followed by Ms. Kathryn Condon, Executive Director of the Army's National Cemeteries Program. Ms. Condon is accompanied by Mr. Patrick Hallinan, who is the Superintendent of Arlington National Cemetery.

Before I recognize our witnesses, I ask unanimous consent that a statement from the American Legion be entered into the record. Members will find the statement in the material before them. Hearing no objection, it shall be admitted.

[The information referred to can be found in the Appendix on page 71.]

Mr. WILSON. At this time, we will begin right away with General McCoy.

STATEMENT OF MG WILLIAM H. MCCOY, USA, DEPUTY INSPECTOR GENERAL, U.S. ARMY

General MCCOY. Thank you, Mr. Chairman.

Mr. Chairman and distinguished Members, thank you for the invitation and opportunity to speak to you today about Arlington National Cemetery.

I became the Deputy Inspector General in October of 2008 and have also been serving as the Acting Inspector General since 13 August 2010, when Lieutenant General Whitcomb retired. During my time as Deputy and now the Acting Inspector General, I have been intimately involved in all efforts concerning Arlington National Cemetery almost continuously since July of 2009.

Since then, the Inspector General Agency has conducted two full inspections and an interim review this past January, and we have conducted 6 investigations involving 21 matters of alleged misconduct.

On 10 June 2010, after reviewing both the IG inspection and the investigation report, Secretary McHugh issued Army Directive 2010–04, entitled "Enhancing the Operation and Oversight of Army National Cemeteries." The directive established the Army National Cemeteries Program Executive Director position and tasked her to establish an accountability baseline for all gravesites and inurnment niches at the Cemetery. It further tasked agencies and organizations across the Army to accomplish numerous actions in support of the improvement of cemetery processes and procedures.

The recent 2011 IG inspection had three objectives: First, to assess action on deficiencies identified in the 2010 report; second, to access implementation of Army directive 2010–04; and third, to assess the Cemetery's efforts to provide outreach information and support to family members who inquire about possible burial discrepancies at Arlington National Cemetery.

I will describe the inspection team's findings during the remainder of this statement. Up front, I believe our report and what you will hear today will show that the changes that have taken place in the last year are a good news story. As much as the Army regretted having to report the many deficiencies found in Arlington a year ago, I am proud to report that the deficiencies have been substantially corrected this year.

I attribute these improvements to three things: First, the direct supervision and direction of the Secretary of the Army, Mr. McHugh; second, the strong focused leadership of Ms. Condon and Mr. Hallinan; and finally, the application of the full force of Army resources to correcting deficiencies at Arlington National Cemetery [ANC].

Bottom line, in my opinion, the immense management and deficiencies found and reported last year no longer exist.

Some of the key findings I will discuss next. Since the Secretary assigned Army Directive 2010–04, the Executive Director has led her staff and other Army stakeholders to make significant improvements at Arlington while still accomplishing the Cemetery's daily

mission. Our 2010 IG inspection identified 76 findings and made 101 recommendations; 61 of those findings were deficiencies.

This year, there were no deficiencies noted. We made 31 observations and noted 2 other matters for consideration on the progress that has been made and the work that is still to be done. This alone underscores the tremendous progress ANC and the Army have made in correcting the problems at Arlington.

Let me talk first to the culture. The insularity which contributed so significantly to the mismanagement and deficiencies last year no longer exist at Arlington National Cemetery. Instead, the Executive Director has established an environment of collaboration, cooperation and coordination with supporting Army staff, commands and agencies.

Equally important is the transformation of the Cemetery's organizational climate. We administered two Defense Equal Opportunity Management Institute surveys to Cemetery employees this past year: one in January of 2011 and the second in June of 2011. Both surveys reflect steadily improving morale and organizational effectiveness over the last year. Sensing sessions conducted by inspectors confirm those survey findings.

These radical improvements in the organizational climate and workforce attitude can be attributed directly to the strong leadership style and approach of both the Executive Director and the Superintendent.

With regard to automated systems and processes, ANC now possesses a fully functional information technology architecture, enabled by current software applications and hardware and supported by a comprehensive service agreement with the Army's Information Technology Agency [ITA].

For instance, this morning while we sit here with Ms. Condon and Mr. Hallinan, they are conducting 12 funerals at Arlington National Cemetery. We could not have told you that reliably last year. This year you can get it off their Web site. It is pretty incredible.

ANC has partnered with ITA to route all incoming calls to ITA's consolidated customer service center at Fort Detrick, Maryland. This has significantly improved customer service and enabled a tiered response system using their remedy tracking system. This system allows collaborative resolution by call center personnel and Cemetery representatives and enables Cemetery leaders to assess performance against established measures of effectiveness.

ANC and the Veterans Administration are now partnering to integrate the Cemetery's interment scheduling system and the VA's Burial Operation Support System. This enhancement will save significant staff hours within the Interment Services Branch. ANC has partnered also with the Army's Chief Information Officer to create a digital research tool for digitized burial records, cemetery maps and headstone photographs, which is enabling the Executive Director's Gravesite Accountability Task Force to reestablish an accountability baseline for each gravesite and inurnment niche at Arlington.

With regard to information assurance, ANC now meets Army standards in all functional areas. During the 2010 IG inspection, ANC did not meet the Army standard in any of the functional areas inspected; 57 deficiencies were identified in their Information

Assurance Program. Today, I can report to you that Arlington National Cemetery's Information Assurance Program is among the best in the Army.

With regard to contracting, during the 2010 IG inspection, we found the Cemetery's procurement and contracting actions were not compliant with Army, Defense or Federal acquisition regulations. Untrained and unqualified personnel were developing requirements and committing funds to contracts without appropriate oversight. We also identified poor or improper contract management by the agencies charged with executing ANC's contracts.

This summer, we reviewed 17 ANC service contracts from the Mission Installation Contracting Command and 8 ANC engineering and construction contracts from the Army Corps of Engineers. Today, the Cemetery's contracting actions are now properly aligned based on scope of work, and both contracting agencies are providing support teams to ANC and are properly providing the oversight necessary to ensure that quality contracts are properly awarded.

ANC is also effectively monitoring contract execution with trained and qualified contracting officer representatives. While there were some discrepancies found in contract documentation this past year, they were all minor compared to what we found last year. And systems, processes and management of contracts at Arlington, which were nonexistent last year, are now consistent with best practices in the Army.

With regard to Arlington's budget, ANC now uses Army standard financial management processes and works closely with the Army's Administrative Assistant and Assistant Secretary of the Army for Financial Management to ensure the development, execution and oversight of its program and budget. Further, the Executive Director's decision to transition Arlington early to the General Fund Enterprise Business System provides the Army full visibility of the Cemetery's expenditures and has been critical to reversing past budget shortfalls.

Turning to Arlington's outreach to families, during this summer's inspection, we found that ANC's leadership and staff were professional and compassionate in providing information, support and outreach to families of interned or inurned veterans when responding to possible burial discrepancies in Arlington. Immediately after assuming her position, Ms. Condon established a hotline at Arlington to respond to burial inquiries. She also developed a tiered system to ensure that proper efforts were made to address family member concerns.

To date, ANC has received almost 1,300 inquiries from family members. In all but 13 cases, Cemetery representatives were able to assure family members that there were no discrepancies regarding the burial of their loved ones. In the 13 cases of substantiated burial discrepancies, which included the 8 urns that were discovered in October of 2010, Cemetery representatives worked closely with each family concerned and invited their participation in correcting the error accordingly.

In the case of the eight urns found in a single grave, only four were able to be positively identified. ANC reinterred the unidentified urns as unknown remains with the full dignity and respect

they provide. And to ensure that these inexcusable breaches of procedure are prevented in the future, the Executive Director and Superintendent have thoroughly revised and imposed strict safeguards into the Cemetery's procedures for interring or inurning veterans—or disinterring veterans.

Our key recommendations: While the Army and ANC staff have made great strides in correcting deficiencies noted in the 2010 IG report, there is still more to do. In this year's IG report, we presented Secretary McHugh with 53 recommendations designed to enhance the progress already made to this point. A description of some of our key recommendations follow.

In the last year, the Executive Director has revised 32 Code of Federal Regulations 533, and it is now being staffed for public comment. We recognized that the CFR would need to be published before the Army regulation could be appropriately revised. The Executive Director is now working on that. We have recommended that the Executive Director incorporate requirements for long-term, robust, and continuous oversight processes and mechanisms in the revision of the regulation.

We also recommended that the Executive Director revise Department of the Army Pamphlet 290–5, "Administration, Operation and Maintenance of Army Cemeteries," to provide all 28 Army post cemeteries with sound, authoritative and current guidance on standardized processes and procedures for cemetery operations.

We also recommended a multiservice policy for Arlington in order to standardize policies, processes and procedures for interment and inurnment honors and for the management of ceremonial and band units. We believe this will be both more efficient and more responsive.

Both the Secretary and the Chief of Staff of the Army are committed to ensuring we have sustained the progress that we made at Arlington. We note that the Executive Director and her staff have fundamentally transformed the control mechanisms and oversight of cemetery processes. However, to ensure this continues into the long term, we recommended that the Department of the Army G–3 provide Secretary McHugh with future options on how best to integrate the Army National Cemeteries Program [ANCP], command and control, organizational alignment and support systems into an established Army organizational structure. The G–3 is already conducting the analysis on that.

During our inspection, we found that interments and inurnments at Arlington are increasing each year, and that wait times at Arlington continues to increase. This may result in the Cemetery reaching its capacity before current projections. We recommended that the Secretary of the Army request Army National Cemetery's Advisory Commission, when convened, to examine the causes and effects of increasing wait times and increasing demand and make recommendations to contend with these issues.

In conclusion, I believe the progress made at Arlington since last June shows a significant turnaround in performance at Arlington and demonstrates the Army's stalwart commitment to ensuring all actions at this national shrine are executed to exacting standards.

Ms. Condon and Mr. Hallinan have been systematically correcting the deficiencies we found last year. Army agencies and or-

ganizations have completed or are in the process of completing the tasks specifically assigned to them by the Secretary of the Army. And Arlington's efforts to provide outreach information and support to family members are professional and compassionate. Simply put, the mismanagement that we found last year no longer exists.

Much has been done, but there is still more to do. The team that is there is fully capable and focused on making continuous improvements at our Army's sacred ground.

As the Army's Inspector General, I know that restoring Arlington remains a priority for the Secretary and for the Army and for me. We will conduct annual inspections there for the next 2 years in accordance with Public Law 111–339, but we are also looking for other external oversight measures and internal oversight measures that can be implemented.

Further, as the son of a mother and father who are buried at Arlington, I have a personal interest in ensuring that the Cemetery is properly managed. I am confident that Arlington is being run as well as possible and I have observed constant, continuous improvement over the past 15 months.

Thank you once again for the invitation and the opportunity to testify today on this most important subject. I present my written testimony to you for the record and look forward to answering your questions.

[The prepared statement of General McCoy can be found in the Appendix on page 35.]

Mr. WILSON. General, thank you so much.

And we appreciate your personal commitment.

As we proceed, I also want to recognize Representative Jon Runyan, a member of the Armed Services Committee.

And also we appreciate his service as chairman of the Subcommittee on Disability Assistance and Memorial Affairs of the House Veterans' Affairs Committee. His subcommittee also has oversight of Arlington National Cemetery.

And now we proceed with Ms. Condon.

STATEMENT OF KATHRYN A. CONDON, EXECUTIVE DIRECTOR, ARLINGTON NATIONAL CEMETERY; ACCOMPANIED BY PATRICK HALLINAN, SUPERINTENDENT OF ARLINGTON NATIONAL CEMETERY

Ms. CONDON. Mr. Chairman and distinguished members of the committees, thank you for the opportunity to testify today regarding the progress that we have made at Arlington National Cemetery.

Fifteen months ago, Secretary McHugh created the position of Executive Director, the position that I hold, as a direct report to him, to be solely responsible for all aspects of Arlington's operations, identified deficiencies, inefficiencies and areas of noncompliance as a result of the June 2010 Inspector General report.

I am pleased to report to the subcommittees today that tremendous progress has been made and care taken to analyze the 76 deficiencies identified in that report. Since that time, the Cemetery has established standards and crafted corrective actions which addressed those deficiencies. As noted as early as March of this year when the Inspector General did an interim review, it was stated

that we have significantly increased the effectiveness and efficiency in all of our missions and functions.

But first and foremost, the most important action taken was hiring Pat Hallinan as the Superintendent. His years of cemetery experience have allowed both of us to use his words to reorganize, retrain and retool Arlington.

Over the past year, we have increased the end strength of the organization by nearly 50 percent. We have resolved the 211 discrepancies that were identified in the 2010 IG report. We have conducted 16 physical gravesite verifications as a result of family queries. We have formed the Gravesite Accountability Task Force, which is currently in the process of establishing the accountability baseline of all gravesites and niches in the Cemetery.

We are in the process of updating the CFR, the Code of Federal Regulations. We have implemented the Army's General Fund Enterprise Business System, allowing Arlington for the first time to conduct a Web-enabled financial asset and account management. We have validated all of Arlington's contracts, and as a matter of fact, we recompeted all of our service contracts this year. We brought Arlington into compliance with information assurance, and we have directed the development of a revised master plan.

And more importantly, we have improved our communication with the public and the ability of families and funeral homes to schedule interments and inurnments by creating an integrated call center.

Mr. Chairman, most importantly, I want to highlight the tremendous leap in the effective use of technology at Arlington. From the soldiers of The Old Guard taking photos and documenting each marker in the Cemetery—thank you, Captain Peterson—to replacing the paper records of the past that most of you have seen firsthand and to replacing those with a digital system that uses industry best practices for database management. We are no longer using an IBM Selectric typewriter.

To schedule interments, our team is leveraging a state-of-the-art system that ensures visibility for all appropriate stakeholders and the ability to share information like never before. And we have initiated a Geospatial Application Development initiative at Arlington. This will form a Google Maps-like information system that enables the Cemetery to better manage the grounds, for Mr. Hallinan to assign grave and niche assessments, and to provide street directions and site locations for our guests.

Although much has been accomplished, there is still a lot of work that we need to do. We are on the right path and to work to earn and maintain the faith of the American public. To date, this calendar year, we have conducted 4,869 burials; 3,146 ceremonies; hosted over 4 million visitors and guests; and as the Inspector General stated, reviewed and addressed over 1,300 family member concerns.

We have executed these efforts while also maintaining our current operational tempo. But in order to meet the ever-increasing demand for dignified services, we have expanded operations to include placement-only services on Saturday that do not require honors. And we continue to conduct on an average of 27 funeral services each day.

If you were to ask today what is necessary to continue this positive and fast-paced trend, it is the continued stalwart support of all of the committees that are represented in the room today.

Thank you for allowing me to just highlight a few of the examples of our progress to date.

And Mr. Hallinan and I look forward to answering any of your questions.

[The prepared statement of Ms. Condon can be found in the Appendix on page 56.]

Mr. WILSON. Thank you very much. And it really is encouraging to get this update.

We will now be proceeding. Every person here, as a member of the subcommittees that are affected, will have 5 minutes each. We have a person above reproach, John Chapla, the professional staff, who will keep the time. And he is very proficient.

As we proceed, the first question—and actually, things are coming together here in that the question I had you have largely answered, Ms. Condon.

But first of all, I want to thank Captain Nate Peterson, of The Old Guard. It was really heartwarming to find out that they were out there taking headstone photographs. Gosh, that is so real. And then putting it on the Web site so that family members, historians, young people doing biographies of our heroes, they can look it up. And I, 2 weeks ago today, was at Arlington. Incredibly enough, Colonel Charles P. Murray, Jr., a medal of honor winner, who was the former Deputy Commander of The Old Guard from Columbia, South Carolina. And it just warmed your heart to see the tribute to our military heroes.

I am glad you brought up, Ms. Condon, the—where this began largely were paper records that were incredibly disorganized and then, sadly, there was an effort of digitalization that did not work. So can you restate again how this has been improved? Is there any cost recovery to prior error? And then, with the computerization and the Web site capabilities, let us know how this works.

Ms. CONDON. Certainly, Mr. Chairman.

First of all, as you know, we have established the independent accountability task force. And what we were able to do is we were able to from the previous efforts to—of scanned records—to use those. But in our discovery, as we built our IT [information technology] tools, we discovered that not all those records were scanned. So we are completely rescanning, and we have rescanned all of the paper records of the Cemetery.

As a result of The Old Guard, we now can tell you that we have 259,978 gravesite locations in the Cemetery. But those are just the actual locations. That does not tell you the number of decedents that we have buried in the Cemetery. So what we are doing in the task force right now is to match those headstones and markers with each and every record that we have in the Cemetery. And we are well on our way, sir, on that effort.

Mr. WILSON. And I am glad it was brought up and I like the term general customer service. That means customer friendly. And I was happy to hear there has been a change in the telephone system to include voicemail. But I am still concerned that there is a waiting list for interments because we know there are family mem-

bers who are in jeopardy between the time of death and interment. What is being done? And you have identified some. But how can we help, on helping reduce the waiting list?

Ms. CONDON. Sir, as you know, we are almost the victims of our own success. Before, they only averaged answering 47 phone calls a day. Right now, we are averaging 230 phone calls. We are answering every phone call that comes into the Cemetery. And of those phone calls that are coming in, the average right now is around 40 of phone calls are for individual scheduling and interment service in the Cemetery.

Mr. Hallinan and I are doing our best, and I will turn over to him to give the operational perspective on how we are addressing that increase in volume. One of the things that we did was, as I noted in my opening statement, was we now have Saturday services. And that is for family members and military members that do not want the honors, so that we can do placements on Saturday rather than that.

Pat, is there anything that I missed?

Mr. HALLINAN. I would just add that the true intent of the Saturday burials was a customer service initiative. There is no other national cemetery in the United States at this time that inters on a Saturday. We are working 6 days a week. That is a credit to the crew, and that is a credit to the planning and the efforts we are leading.

As Ms. Condon stated, we are victims of our own success. We do not know how many people in the past called up, didn't get through, got frustrated and decided to bury elsewhere. The requests for burials at Arlington is up. I think that is a good reflection on the trust and confidence of the American people. There are a lot of logistics and complexities involved, as you know, interring at Arlington. But we are working together as a team, Ms. Condon and I and our staff, along with the Military District of Washington, to see what we can do on a daily basis, Monday through Friday, to try to decrease that backlog.

Mr. WILSON. Thank you very much.

We now proceed immediately to Mrs. Davis.

Mrs. DAVIS. Thank you, Mr. Chairman.

And I appreciate—really it is good to hear from all of you. I appreciate the fact that you said continuous progress is really dependent on our support, and I think we all heard that clearly.

But I wonder if you could speak to budgetary constraints as you move forward and what you have the most concern about as, you know, we look for at the, unfortunately, the dollars and cents of those improvements. Where have you found real efficiencies and where, on the other hand, as you speak about Saturday burials, which is such a positive thing for our families of loved ones who are requesting Saturday burials, there is obviously a cost to that? So I think just giving us a better sense of where are we and what is it going to take, I guess, to keep that continuous improvement? How do you see the impacts of budgetary concerns?

Ms. CONDON. Congresswoman, the issue that we have is right now, we have been doing all we can as was identified in the Inspector General report to bring in all of the unliquidated obligations from previous years so that—and we have been able to use those

dollars to pay for the increase in manpower, most importantly to improve the equipment that Mr. Hallinan has introduced to the Cemetery for our workforce to make us more efficient and effective. They were using outdated equipment. One of my best examples, and I don't have the experience that Mr. Hallinan has when it comes to burials, but I will scare you now what I know about running a cemetery was we used to—when you refill a gravesite after you do an interment, they used to use a backhoe to tamp down the gravesite. And now by just introducing equipment like a gas held tamper, we no longer have the sinkages that Mr. Hallinan and I experienced when we took over last June.

But that is an efficiency because what that also means is that we are now not paying the contractor to come in and refinish, redo the gravesite, resod, et cetera. So by introducing state-of-the-art modern equipment to the workforce and training the workforce, it has been an efficiency.

My concern is we have been capturing prior year money and, you know, that has enabled us to do all of the things that we have been able to accomplish in the last year. I am looking seriously, you know, at the next budget submits if we do have enough to maintain and sustain the operation.

Mrs. DAVIS. And is there an area in particular that you would target, for example, and again just to give us a little further direction?

Ms. CONDON. One of the areas that we are most concerned about is there has been a tremendous lack of paying attention to maintenance and repair of the Cemetery. This summer, we had two catastrophic failures of our air conditioning units in our visitors center, which is where our 4 million guests go to use the restroom facilities, and also in our administration building. The administration building is where our family members come to, you know, at the start of their service, and literally, we had a catastrophic failure when we were at 100 degree temperature. Our roads are in very poor condition and our sidewalks. We were very fortunate that we didn't have tremendous damage with the hurricanes and earthquake, but we did have damage. So backlog of maintenance and repair, ma'am, is one area where we truly have to focus our resources in the future.

Mrs. DAVIS. Thank you.

Could you comment on transferring jurisdiction to the VA? There has been discussion about that as you know. And I just wonder what your thoughts are about it.

Ms. CONDON. Congresswoman Davis, I was put in Arlington to fix the Cemetery. The decision on, you know, should it go to VA I think is well above me. But I think people who are probably better to answer that question—I am a little parochial—is probably either Mr. Hallinan who came from Veterans Affairs or, you know, the Inspector General.

Mr. HALLINAN. I would be happy to offer my opinion. And it is just that; it is one person's opinion. But I have over three decades of experience running 131 National Cemeteries. That expertise is now at Arlington, and it has contributed I think to some of the positive outcomes that we are testifying to today.

The final decision would be left up to the distinguished Members. That is above my purview. On a personal note, I do believe that the Army has demonstrated the resources and the commitment. The question is, is this really a core mission of the United States Army? And as I have told Ms. Condon, it has been a core mission of the United States Army for 150 years. So they interred those first Union soldiers after that first Battle of Manassas. And the United States Army has forensic experts. It has the labs in Hawaii. It has the labs in Dover. The United States Army has the greatest registration expertise.

It is unfortunate what happened. We have done everything we can and we will continue to do to correct the mistakes of the past and be sure they do not happen again. But I believe the resources and, more importantly, the passion and the commitment to the mission is there with the Army.

Mrs. DAVIS. Thank you.

General McCoy—Mr. Chairman—did you want to just briefly?

General MCCOY. I would like to answer that. First, as a soldier, I will tell you that from the standpoint of core competencies, Mr. Hallinan indicated that, you know, we have been doing this for 150 years. We took our eye off the ball I think for a while, and we made a mess there that we have now cleaned up. The Army is capable of running this. The Army has the resources. And if you introduced another Federal agency, it would create an additional level of bureaucracy I believe. They already coordinate and partner very closely with the Veterans Administration.

As a soldier, you know, you ask us to do things that aren't really our core competency a lot. We do firefighting. We do nation building and nation assistance. We do things all the time. And I think the Army is probably the only organization in our government that is postured to go anywhere, anytime, and do anything and get the job done. So that is my opinion.

Mrs. DAVIS. Thank you.

Thank you, Mr. Chairman.

Mr. WILSON. Thank you for that very important question.

We now proceed to Chairman Wittman.

Mr. WITTMAN. Thank you, Mr. Chairman.

General McCoy, I want to follow up on the issue of the Veterans Administration, and you noted in your report that the Army has had a number of elements that they brought to bear to look at Arlington to make sure that there was progress toward institutional reform, including some direct oversight by the Secretary of the Army. And I think that is admirable.

Based on that, putting in a larger perspective, what do you believe is the best organizational structure for Arlington? And how robust a role could the Veterans Administration play in the future? And along those lines, can you explain why the Army hasn't asked the VA to come in and do an independent evaluation, to just have an agency outside or an external group to look in to give an independent evaluation and say, hey, this is how we see things going, here are some of our recommendations? It is great to have the internal investigation, but it is also good I think with another agency that has expertise in that to say, listen, why don't you do that? It has been recommended that that be done, and it hasn't been done.

So I just want to get your comments on the structure and then where you see Veterans Administration playing a role in helping the future of Arlington.

General MCCOY. Okay. Thank you, Congressman. I will tell you that we did recommend last year, first, a different structural solution, and the Secretary made a determination, based on his own judgment and advice, that he would establish this structure with the ANCP, the provisional oversight group and the Executive Director. And that system is working. We have asked the G–3 to come back and look for a long-term solution. In the short term, this is a good fix, and my sense is based on what we have seen is that it has worked very well.

We did recommend last year that they sign an MOU, a memorandum of understanding, with the Veterans Administration to partner with them on their Veterans Assessment and Inspection Program. Ms. Condon did one better and she hired the expert out of Veterans Administration who wrote that program to be the Superintendent. So now he is here doing that.

In addition to that, she has had a lot of help from organizations: GAO [Government Accountability Office]; we have been there continuously since she arrived; AAA [Army Audit Agency] has been there; Secretary of the Army for Logistics and Technology has been there; the Chief Information Officer. And she has in that time also established her own internal assessment programs, although she still has some work to do there. She has established and reviewed analysis capabilities throughout the Cemetery. My sense is there is still an opportunity to partner with the Veterans Administration as they do in information technology now and also in other matters. And they have done that with training this last year, but there is still more that they could do. I think Mr. Hallinan has a couple of comments.

Mr. HALLINAN. Mr. Chairman, just for a point of fact: we do have the written agreement between the Department of Veterans Affairs and the Secretary of the Army.

And Ms. Condon and I have spoken with the current Under Secretary, my former boss, Mr. Steve Muro. And we plan on sending four to five Arlington employees to their organizational and assessment training program in St. Louis, which is the academy that I helped found and started and did a lot of the training of the senior leaders. And that is the beginning.

In order to do a proper assessment, based on cemetery operations—because they are kind of unique—you need properly trained people to do an assessment or they can cause more problems than issues they may fix. So that agreement is in place. I expect the first four or five individuals to be trained this year. We look to train additional personnel. We look to use that program along with an Army inspection program to assess ourselves. And then we look to invite the VA in maybe the following year to come also to take a look at us. So we have our peers in a similar industry also with their objective set of eyes helping us.

Mr. WITTMAN. Very good.

Ms. Condon, I want to follow up on the issue of training. You know, in the IG report, it was pointed out as a deficiency, the lack of a comprehensive training program, ensuring that all the employ-

ees there have the knowledge and skills necessary to perform their tasks in their specific areas. It seems to me along those lines that defining those core tasks and establishing conditions for training are critical. Can you tell me where you are in making progress towards putting those core tasks in place, having them clearly identified for each employee and then how they will be trained and then how those employees will be put in place, how they will be deployed based upon that training regime, because as you know, it has sometimes been the cart before the horse. It is employee starts working, and then later on, you find out, well, they don't have the core competencies or their core tasks aren't identified. If you could maybe define where things are going with that particular deficiency pointed out in the IG's report.

Ms. CONDON. Sir, as you know, the IG pointed out that what we are doing is we are having each employee have an individual development plan. But personally, the first thing that Mr. Hallinan and I had to do at the Cemetery was to implement the standards and procedures to effectively not only run the Cemetery operations but to do the administration tasks such as contracting and resource management. So what we are doing is we are making sure that the employees all have a training program and we are doing that, you know, as we speak. So we are addressing that issue because it is a concern of both Mr. Hallinan and I that our employees are trained to do the job rather than what happened in the past, where it was just on-the-job training. And so that is one of the issues that we are working. And I don't know, Pat, if there is anything you wanted to add to that one.

Mr. HALLINAN. Mr. Chairman, you speak about when an employee comes on the job for the first time, that they don't have the skill set that is required, that would be a flaw and a mistake in the hiring process. One of the things that Ms. Condon and I have done since we have arrived is train the supervisors at Arlington in performance-based interviewing techniques. We have had over a 20 percent turnover in staff in the last 15 months. That has allowed us to bring in new people with new skill sets based on performance-based interviews. And I have to say that they have done a better job of selecting candidates; I am feeling pretty confident with the quality of people we are bringing on board. We are training on site internally. We are also sending people out professionally to be trained, whether it is at St. Louis with the VA under the memorandum of agreement or even to Caterpillar training in Peoria, Illinois, where my equipment operators and Ms. Condon's equipment operators are being trained at the highest industry standard. That will save the taxpayer money and wear and tear on equipment. That will save us in the prevention of accidents to employees or the visiting public. And we should gain operational efficiencies from the backhoe operators and equipment operators in the future.

So when it comes to training, this is going to be the year of intense training, as I spoke to the Inspector General about.

You need to have standards and measures. Each employee will be issued a copy of the standards and measures and trained in all standards and measures which are the very best in the country. So they will know word for word and line for line what is in those standards and measures. Then you need standard operating proce-

dures to support the standards and measures. Then you need an assessment program to ensure that everyone is doing just that. So it is a three-legged stool, and we are well on our way, sir.

Ms. CONDON. Sir, if I may add. One of the things that we are also doing is we are doing succession planning. We are bringing individuals in at a lower level and actually grooming them to positions within the Cemetery, both from the operational side and the administration side.

Mr. WITTMAN. Thank you, Mr. Chairman.

I yield back.

Mr. WILSON. Thank you very much.

And thank you, Mr. Chairman.

We now proceed to Ranking Member Jim Cooper of Tennessee.

Mr. COOPER. Thank you, Mr. Chairman.

I think it is very important to get a long-term solution to this problem. I was very impressed by the statement of the American Legion and to highlight the importance of that statement, I would like to read from it. "The American Legion urges Congress to place the ultimate ongoing responsibility of managing and operating Arlington National Cemetery directly with the Department of Veterans Affairs through the National Cemetery Administration, with ceremonial duties still preserved by The Old Guard. In the entire government, no other agency can match the track record of success and satisfaction of NCA, that has worked hard to achieve. NCA is well known for their attention to detail and their ability to perform the task of ensuring the dignity of our fallen service members like no other."

They point out how Arlington is struggling to track graves, and NCA has already had a downloadable app for Smartphones for some time, so why reinvent the wheel. The American Legion goes on to point out that the "DOD has one critical mission, to prepare for and execute the warfighting necessary for this Nation's defense. Sidelining resources of money and staff to nonwarfighting tasks degrades the efficiency of the DOD. NCA is already managing 131 cemeteries and doing it very well."

They go on to point out that in a consumer satisfaction index, NCA scores a 96, which is higher than any other government agency and higher than any other organization in the United States. So the American Legion believes this is indicative of the level of commitment in getting the job done right for the families.

So to me, Mr. Chairman, this is pretty persuasive case, and I think the committee should be looking at something like this.

As the American Legion says, the efforts of Director Condon and Superintendent Hallinan are laudable, but they do not represent a long-term solution, nor should that be asked of them. So I appreciate the accomplishments that you have achieved. But we all need to remember this is a scandal that never should have happened. And the Army is always going to be distracted by more important missions, and I appreciate Inspector General McCoy and others volunteering for duty and getting this done. But if the Veterans Administration is doing such a great job and Ms. Condon herself had to hire Mr. Hallinan from the Veterans Administration, I think that a long-term solution is very much headed in that direction.

Thank you, Mr. Chairman.

Mr. WILSON. Thank you very much.

And we now proceed to Mr. Scott of Georgia.

Mr. SCOTT. Ladies and gentlemen, I thank both of you.

And I will tell you I do hope that it stays under the control of where it is, as much respect as I have for my colleague. I remember quite well as a teenager visiting the beaches of Normandy and the impact that it had on me. And for a long, long time, I had a picture of a tombstone and my recollection was it said this soldier known only to God, but looking—it may have said a comrade in arms known only to God, as I look at the things. And the impact that one of those funerals has and visiting one of those treasures on our teenagers, especially, that are growing up, I think is extremely important.

And my granddad was a B–17 pilot. I cannot help bring that up with the honor flight that is here today. I saw them going in the Capitol, and certainly we are losing that generation at a rapid pace.

I want to first say, thank you. I want to thank you for going out and taking your time to take the pictures because it is important to me as an American, and it is more important to those families whose loved ones are being now properly taken care of.

General, the question I have is Andersonville is very close to home for me in Georgia. I have family members that are buried there. Are we looking at the other areas to make sure that we don't have similar issues that we have had here?

General MCCOY. You are talking about other cemeteries, correct?

Mr. SCOTT. Yes, sir. Correct.

General MCCOY. There are two moves afoot. First, as the Secretary walked away from this hearing last year, he recognized that there may be other autonomous organizations in the Army. So he created a task force to look at, where might he have other autonomous organizations? And that task force concluded that we have several organizations in the Army that had the same kind of governance structure that Arlington National Cemetery had. So now we are moving to look in detail at those.

But more to the point of the cemeteries, in addition to the Soldiers' and Airmen's Home, which is part of the Arlington National Cemetery Program—or the Army National Cemetery Program, there are 28 cemeteries throughout the Army that are on for the most part post camps and stations in the continental United States. Ms. Condon as the Executive Director of ANCP, Army National Cemeteries Program, also has proponency for those, and she is establishing as part of her Department of the Army Pamphlet 290–5, she is establishing procedures and processes for proper gravesite burial and management there.

So my sense is that while those cemeteries are much less engaged than hers is, than Arlington National Cemetery, she understands what she has to do to make those changes at those cemeteries as well.

Mr. SCOTT. Okay. One last question or comment.

When my grandfather died, we chose to bury him in a family plot. He was a POW [prisoner of war] in World War II, and we simply asked for an Honor Guard to carry out the service, the flag and the rifles and the playing of taps. And obviously, it was carried out

from a base in Georgia, and the gentleman in charge was a very, very respectful, but commented that, you know, we simply don't have the manpower to carry out all of the requests that we are getting. I would just ask, obviously this is the priority of this committee hearing right now, that maybe we consider how we are going to handle the respect for those who are not being buried in Arlington and maybe even if we worked with ROTC [Reserve Officer Training Corps] programs throughout the State—I represent a very rural area of the country in many of the counties that I represent and whether or not we could work with an ROTC program to make sure that those families have the service that they request. Thank you. Thank you for everything you have done.

Mr. WILSON. Thank you, Mr. Scott.

And we now will proceed to Ms. Tsongas of Massachusetts.

Ms. TSONGAS. Thank you all for being here. And it is a pleasure to hear this report compared to that which we heard over a year ago. So I want to commend you all for the great progress you have made. And the progress has been significant, but I think if you look at what we heard initially, there was no other way than up. So you are on a good path.

And I would also like to say that in my office, I have a wounded warrior; his name is Paul Corbett. And I let him know that I would be attending this hearing today. And he asked that I recognize the tremendous work that he has seen performed by our service members who work at Arlington National Cemetery. He has attended too many ceremonies there as a result of his service but said he has always been incredibly touched and moved by the seriousness and professionalism of The Old Guard and their incredible commitment to burying our soldiers with dignity, the dignity they deserve. So I just wanted to convey that to you.

I also, in reading your testimony, was sort of alerted to your Web site and I went on it just out of curiosity. I had a free moment. And I found it to be very well done. So I commend you for that as well. And as I was looking through it, you know, I saw one of the little tabs where it talks about eligibility and who was eligible to be buried there. And I wondered if one of the issues you are contending with in the delay, part of it is a result of the improvements you have made, that people are now able to get through and otherwise might have given up. But what the process is for determining eligibility. You have criteria. But once somebody makes it known that they would like to bury a loved one there, how efficient is that process? What does it look like? Does it need more resources? Would that help address the delay? Whoever feels it would be suitable to answer that.

Mr. HALLINAN. Well, I will start off by saying I believe Arlington has gotten strong support and enough resources to carry out the mission. Whether adding additional resources is going to impact the situation, I really don't believe so. I do think it is volume. I think also it is logistics. There is only a number of open and first interment sections in Arlington. They are all in a certain location within Arlington, almost in the corner of Arlington.

So we need to be very careful. We have gone from 27; our goal is to do 30 interments a day to address the backlog. But we need to be real careful as we try to reach 30 interments a day, that we

don't impact any of the other families because of the logistics and locations. So today we have 27 interments. If we had 30, and the service is going on with another service coming down and disrupt that family and impact that service in a negative way. So there is a balance. I don't think the possibility of an additional caisson, a changing of work schedules, is only going to add 1 additional interment, 5 interments a week, 24 a month. That will start to address the backlog. But I guess I question, my staff, when you raise people's expectations, interest in Arlington may go up again. You may get more calls. The more efficient you become, the higher the standard you operate to, you raise people's expectations. So I think we are doing everything we can locally. I don't really think it is a resource issue at this time. I think it is more coordination and logistics.

Ms. TSONGAS. Is eligibility a fairly cut-and-dry determination? Is that fairly quickly determined?

Ms. CONDON. Yes, ma'am, it is. And you did mention one of the factors by putting up the new Web site. I think one of the issues before was it wasn't clear, people didn't know where to go to actually find what the criteria was for eligibility. So we put out a new administrative guide, which is also on our Web site. Just they didn't have the information, and it is pretty clear on who is eligible to be buried at Arlington.

Ms. TSONGAS. And in the context of our discussion as to whether or not it should be transferred to the VA or remain under the Army, do you keep figures on—from what branches of the services people are being buried, family members, numbers of family members versus those who have served? Do you have that broken down into categories?

Ms. CONDON. Yes, ma'am, we do.

Ms. TSONGAS. Thank you. Thank you.

Thank you and I yield back.

Mr. WILSON. Thank you very much, Ms. Tsongas.

We proceed now to Colonel Allen West of Florida.

Mr. WEST. Thank you, Mr. Chairman.

To the visiting chairman, and also ranking members, thank you very much.

And to the panel, thank you for joining us here today.

And I want to commend you all because the Army that my father served in, in World War II; that I served in for 22 years; and that my nephew is now serving in, we don't run away from our missions, and we don't run away from challenges. We step up to the plate, and we make the corrective action. So I commend you for this and keep pressing on because I don't want to see this great tradition to be taken away from my Army, and that is an important thing that we have to understand. So, with that being said, I would like to ask a little bit about the inspection program because as we know, previously, as it said in the IG report, there was not an OIP [Organizational Inspection Program]. So I would like to get a little bit more information as far as the schedule by which we will have these OIPs coming up.

I know, General, you talked about having inspections over the next 2 years. Now, will those be IG driven inspections, so there will be reports? Or will we have a formal OIP program from an external

entity? And then, also, Ms. Condon, if you could kind of give us an understanding about your internal assessment programs that you will have.

General MCCOY. Congressman, I will start with just two things, and then I will turn it over to Ms. Condon. The inspection I was talking about for the next 2 years required by Public Law 111–339 is a DAIG [Department of the Army Inspector General] inspection that will result in a written report in order to determine that continuing progress is made based on the findings that we had in 2010. So that will continue. The organizational inspection program is kind of—there are three tools available to Ms. Condon. One, obviously, is an internal program that she can implement herself. But it also includes staff assistance visits. And the staff is very focused right now on being at her beck and call to help in many ways. Sometimes it is too much help. But the fact is, they are there to help, and she is leveraging that very powerfully. And then the other part is command inspections, things that we can—that the Secretary can ask us to go drill into specifically if he wants us to look at things. And then finally her own internal processes to get out and about and look at the operations inside her program to make sure that they are operating properly. Our recommendation to her was that she develop internal processes, the external ones are going to continue for the foreseeable future.

Ms. CONDON. And, Congressman, we have been able to get to the state we are today by having had independent people coming in and looking and addressing where issues are, everything from contracting to resourcing to how we do our operations. I am going to follow, you know, in good Army tradition, the Army regulation on the program for inspection. We are going to have internal inspections. I am very fortunate, from a cemetery operation standpoint, that I have Mr. Hallinan here because he was the one who was responsible for all of those inspections and that fabulous rating that was given to the VA cemeteries. And I welcome any external agency to come in and do an inspection.

I think to date, we are probably the most inspected organization in government. But that is okay because it has enabled us to fix those issues that need to be corrected for our veterans and their loved ones.

Mr. WEST. Last question. And that kind of goes along with what my colleague was saying. In being a victim of your own success and understanding the constraints that you have with the capacity there, the increased requests now, are you seeing that you have to make any type of changes in the prioritization or the guidelines and criteria that you have for interment there at Arlington National Cemetery?

Ms. CONDON. Sir, this is a great segue. As you know, Secretary McHugh is in the process of establishing and we are putting together our first meeting of the Arlington Commission, which is an outside body to look at us. And those are the kind of issues that we would like to present to that commission. Do we need to relook at the eligibility requirements for the Cemetery as well as the expansion of the Cemetery? How best should we utilize the land that are part of the expansion? So that is what we are going to do to address those issues.

Mr. WEST. Thank you, Mr. Chairman.

I yield back.

Mr. WILSON. Thank you very much, Colonel.

We now proceed to Chairman Jon Runyan.

Mr. RUNYAN. Thank you, Mr. Chairman.

And again, Ms. Condon, Mr. Hallinan, General McCoy, thank you again for your testimony.

Ms. Condon, again, thank you for everything we are doing. Every time we have a hearing, we are enlightened and encouraged by moving forward, but I think the black cloud that hangs over us a lot of times is a lot of what I hear a lot of times. People see the the forward progress, but they want to talk about the bad things, and I want to talk about one right now.

As you know, we had a briefing—and I know there is an ongoing criminal investigation going on—but we had a briefing not too long ago in the VA with the Army CIS [Criminal Investigation Command, CID] and the missing contract that has to do with digitizing the records of the last time when we found the 69 boxes. Have they found that contract as of yet, the base contract? Not the one with the subcontractor but the base contract that we were looking for?

Ms. CONDON. Sir, I will have to take that one for the record since it is under investigation. I am not aware if they found the contract or not.

[The information referred to can be found in the Appendix on page 77.]

Mr. RUNYAN. General, do you have any idea on that?

General MCCOY. No, Congressman. We do not investigate criminal matters inside the IG. So that was passed to the Criminal Investigation Command, and they have taken that on now. We can take that back.

Mr. RUNYAN. Thank you.

And just to comment, Mr. Hallinan: when we are talking about maybe transferring, you know, Arlington to the VA, just a statement, and I think you would probably agree with me because you ran it, are we not duplicating the same process in the VA here in the Army?

Mr. HALLINAN. We are providing the same service. I don't know if we are duplicating the same process because Arlington does things completely differently. I think if the VA in fact does have Arlington transferred under their jurisdiction, there are going to be some change that they are going to have to deal with, some very real challenges. They do not do graveside burials. They do not do the honors that are rendered, the coordination of military honors units, the 4 million tourists, the visitation from heads of state who come to pay their respects to America's service men and women. These complexities they do not deal with. They deal with their regional, local cemeteries and their local communities. Arlington is unique. Arlington is special to the American people. It is special to the world. It is the world stage. So it is very challenging. My eyes were opened and my ears were opened somewhat, Congressman, when I went to a meeting of TAPS [Tragedy Assistance Program for Survivors]. And these are the Gold Star Mothers and Fathers. When we first came on board, we felt it important to meet with those most deserved stakeholders, and we were discussing the

many issues that Arlington was facing, but what I got out of it was a number of times, they were quite adamant that Arlington remain with the Army and we don't want it to be a VA cemetery. And they kind of directed it towards me because I had VA written all over me at the time. So I was in the defensive mode. But on the most human level, I understood exactly what they were telling me.

Despite everything that happened, the honors that they received, they know that the Army had taken their eye off the ball, as the Inspector General spoke of, but the Army can fix it, the Army has fixed it, and they look for the Army to maintain that trust and commitment going into the future. So it was right there right in front of us. They were very vocal about it.

Mr. RUNYAN. Understood. And I respect that totally. But I think in a world where there are some very similar aspects for it, and there may be room in the future for a collaboration there to actually—because we are stewards of the taxpayers' money, and that is ultimately what we are about, and there may be something to move forward to where we can help the taxpayer out a little bit more. So I thank you.

And, Chairman, I yield back.

Mr. WILSON. Thank you, Mr. Chairman.

As we conclude, I have a brief question, but, Ms. Condon, you touched on it. It is expansion. What reassurance do you have to the American people as to space at the current location of Arlington Cemetery, and looking ahead, has Arlington II been identified?

Ms. CONDON. Sir, as you know, when Mr. Hallinan and I started, we were given data, and the data that we were given was that we were going to run out of niche space in the Cemetery in the year 2016 and in-ground burial in 2025, which caused Mr. Hallinan and I to relook the expansion designs, to look at the designs that we inherited from the previous administration for the Millennium Project and the expansion to the Navy Annex.

What we have done is the Army's Concept Analysis Agency, our research, organizational research guys, have put a model together for us which looks at not only the available acreage but also looks at the eligibility criteria so we can change the factors, because our number one priority is to expand the life of Arlington Cemetery for our veterans and their loved ones to the maximum extent possible.

As a matter of fact, last week, Mr. Hallinan and I participated in a design charrette for the Millennium Project. And it was very interesting because I think Mr. Hallinan had much more fun. I had to go back to meetings, but he got to spend more time with them to redesign, to put his expertise to look at the designs of how we can expand in the future. And I don't know if you want to say anything else on that, Pat.

Mr. HALLINAN. As I looked at the Millennium Project, some of the expertise that Ms. Condon is referring to is, you know—if we change the gravesite layout pattern—and this comes from my years of experience with the VA, Congressman. We are collaborative. I am on the phone with the Under Secretary and we are willing to share training and resources. And there are more opportunities in the future. And we are going to take them up on that and leverage any assistance we can get. But something as simple as changing

the gravesite layout from a 5-by-10 gravesite to a 3-by-8 will increase the yield and the longevity of Arlington National Cemetery.

And as the commission that Ms. Condon spoke of, the Secretary of the Army has directed looks at eligibility. It may impact that decision. Because if we can increase the yield at Arlington National Cemetery, we may not have to revisit eligibility so those that are eligible now would remain so. You would not have to restrict it.

There is a finite footprint to Arlington National Cemetery, as we all know. But based on something as simple as changing the gravesite layout may have a significant impact on longevity at Arlington National Cemetery from an operational standpoint.

Mr. WILSON. And thank you. And you do identify finite. Is there a second location under consideration at all?

Ms. CONDON. Sir, that is one of the issues that we are going to present to the Commission for Arlington, is that we all know that there is a finite time when we will run out of burial space at Arlington National Cemetery. So that would be one of the issues we would tee up to the independent commission is, what after Arlington?

Mr. WILSON. Thank you very much.

Are there any further questions?

Hearing none, at this time we adjourn.

[Whereupon, at 11:16 a.m., the subcommittees were adjourned.]

A P P E N D I X

SEPTEMBER 23, 2011

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

SEPTEMBER 23, 2011

Opening Statement of Joe Wilson,
Chairman, Subcommittee on Military Personnel
September 23, 2011
Hearing on Update on Arlington Cemetery Reform

Today, the Military Personnel Subcommittee and the Oversight and Investigations Subcommittee are jointly hosting a hearing on the recent report to Congress by the Secretary of the Army, who has responsibility for the management of Arlington National Cemetery. That report details the progress that has been made since June 2010 to address the numerous, serious shortcomings found in the previous oversight and administration of the Cemetery.

The Secretary's report is based on the findings of an inspection conducted by the Department of the Army Inspector General. Overall, there is clear evidence that substantial improvements have taken place at Arlington. That progress reflects not only the personal commitment of Secretary John McHugh, but also the professionalism and commitment of Mrs. Katherine Condon, the Executive Director of the Army National Cemeteries Program, and Mr. Patrick Hallinan, the Superintendent of Arlington Cemetery.

While great strides have been made, much still remains to be done. My focus in this hearing will be on where we go from here. I am especially concerned about the Inspector General findings that the wait time for burials is substantially longer than previously reported. We need to find an appropriate way soon to reduce that waiting time.

Before I introduce our witnesses, let me recognize, in turn, Representatives Susan Davis, the Ranking Member of the Military Personnel Subcommittee, Rob Wittman, Chairman of the Oversight and Investigations Subcommittee, and Jim Cooper, the Ranking Member of the Oversight and Investigation Subcommittee for any opening remarks that they might wish to make.

Today we will hear first from Major General William McCoy, Deputy Inspector General, U.S. Army, to be followed by Ms. Kathryn Condon, Executive Director of the Army's National Cemeteries Program. Ms. Condon is accompanied by Mr. Patrick Hallinan, Superintendent of Arlington National Cemetery.

Before I recognize our first witness, I ask unanimous consent that a statement from the American Legion be entered into the record.

I also welcome Representative Jon Runyan, a member of this committee, who is the chairman of the Subcommittee on Disability Assistance and Memorial Affairs of the House Veterans Affairs Committee. His subcommittee also has oversight of Arlington National Cemetery.

Statement of
Representative Susan Davis
Subcommittees on Military Personnel and Oversight and Investigation
Hearing on Update on Arlington Cemetery Reforms
September 23, 2011

Thank you, Mr. Chairman. Ms. Condon and Mr. Hallinan, it is wonderful to see you again. Welcome. General McCoy thank you for being here, look forward to hearing your assessment of Arlington and how it compares to last year's review.

Today our hearing is being held jointly with the Oversight and Investigations Subcommittee, so let me also welcome our colleagues from the Oversight subcommittee.

Arlington National Cemetery is the final resting place for those who made the ultimate sacrifice in service to their nation. It is place where we expect and should demand the highest standard of conduct and performance of its employees—from management to the lowest levels of the workforce. Sadly, the actions of a few individuals have tarnished the renowned reputation of this hallowed ground. We are here to ensure that such actions never occur again and to begin to restore the trust that has been eroded by recent revelations.

General McCoy your report seems to suggest that the Army has made significant improvements at Arlington, but more can be done. Ms. Condon and Mr. Hallinan it seems that you have turned things around at Arlington in a relatively short period of time. The question that I have is

can this focused be maintained and what impact, if any, will potential budget concerns impact the operations of the cemetery.

I look forward to hearing from you on what has been accomplished to date and what the long-term strategic version is for the cemetery, and ultimately, how those plans may or may not be affected by the current budget environment. Thank you, Mr. Chairman.

Remarks of Chairman Rob Wittman,
Subcommittee on Oversight and Investigations
Hearing on Update on Arlington Cemetery Reforms
September 23, 2011

Good morning. Ms. Condon, General McCoy and Mr. Hallinan, thank you for taking the time to be here today. I am especially pleased that you brought along CPT Nate Peterson who played such a critical role in the Accountability Task Force.

CPT Peterson, I wish to thank you – along with the members of your team such as SGT John McDermott – for your efforts. Because of you, we now have an accurate count of gravesites and markers at Arlington which will ensure that future plans are based on real facts and data, not supposition. You should be proud of the service you provided to the Task Force, and most importantly, to your nation. You've accomplished your duty with remarkable precision and diligence, and have represented the Old Guard well. Great job!

Arlington Cemetery is a special place for many reasons, but for me it's special because it's where generations of heroes have been laid to rest. It's a place where we can go and pay appropriate tribute to heroes who dedicated their lives to others and answered our nation's call to duty despite the sacrifices associated with doing so.

It's why I feel so passionately about accountability and oversight of Arlington, and why I was happy to read about the recent progress

that's been made on a number of issues. In particular, I was happy to learn that the IG didn't identify any "deficiencies" during the most recent inspection. And I'm happy to know that the Army has dedicated the manpower and resources to hopefully sustain this progress moving forward.

That said, I noted a number of issues that continue to cause concern such as employee training, acquisition and contracting procedures and oversight, and long-term organizational plans and oversight regimes. I hope you will address these issues and I look forward to hearing your views on how they will be addressed moving forward.

Again, thank you all for being here today.

RECORD VERSION

DEPARTMENT OF THE ARMY

COMPLETE STATEMENT

OF

MAJOR GENERAL WILLIAM H. MCCOY

ACTING THE INSPECTOR GENERAL

DEPARTMENT OF THE ARMY INSPECTOR GENERAL AGENCY (DAIG)

BEFORE

THE SUBCOMMITTEE ON MILITARY PERSONNEL

AND THE

SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATION

OF THE COMMITTEE ON ARMED SERVICES

UNITED STATES HOUSE OF REPRESENTATIVES

1ST SESSION, 112th CONGRESS

ON

THE ACCOUNTING OF GRAVESITES AT ARLINGTON NATIONAL CEMETERY AND

COMPLIANCE WITH ARMY DIRECTIVE 2010-04:

ENHANCING THE OPERATIONS AND OVERSIGHT OF THE

ARMY NATIONAL CEMETERIES PROGRAM

23 SEPTEMBER 2011

**STATEMENT OF MG WILLIAM H. MCCOY,
ACTING THE INSPECTOR GENERAL,
DEPARTMENT OF THE ARMY**

INTRODUCTION

Chairman Wilson, Ranking Member Davis, Chairman Wittman, Ranking Member Cooper and distinguished Members of the Subcommittees, thank you for the invitation and opportunity to speak to you today about Arlington National Cemetery. I became the Deputy Inspector General in October 2008 and have also been serving as Acting The Inspector General since 13 August 2010 when LTG Whitcomb retired. During my time as Deputy and now Acting Inspector General, I have been intimately involved in all efforts concerning Arlington National Cemetery almost continuously since July 2009.

DAIG'S SPECIAL INSPECTION OF ARLINGTON NATIONAL CEMETERY

The Inspector General Agency's involvement began in July 2009 when, in discussion with the Assistant Secretary of the Army for Civil Works, it was determined that there may be some significant management issues at Arlington National Cemetery. The Inspector General recommended to and received then-Secretary Geren's approval to conduct an inspection of Arlington National Cemetery. The inspection assessed policy and procedures for operation of the Cemetery; management, administration, and coordination processes and training of personnel at Arlington; and the effectiveness, coordination, and synergy of command and leadership structures relating to other commands, staff elements and agencies involved in the Cemetery's operations.

In November 2010, upon identification of other issues at Arlington, The Inspector General obtained Secretary McHugh's approval to add two more objectives to our inspection, one to assess information management systems at ANC and another to

assess contracting procedures at ANC. The Inspector General also obtained Secretary McHugh's approval to conduct an IG investigation into potential issues related to hostile work environment, inappropriate hiring practices, and improper interment and trans-interment of remains. Teams of Army IGs conducted both the investigation and the inspection simultaneously.

LTG Whitcomb signed the completed reports on 9 June 2010. The inspection report highlighted 76 deficiencies and made 101 recommendations for corrective action. Secretary McHugh approved the inspection report on 8 July 2010.

ARMY DIRECTIVE 2010-04

On 10 June 2010, after reviewing the IG report, Secretary McHugh issued Army Directive 2010-04: "Enhancing the Operation and Oversight of Army National Cemeteries." The directive established the Army National Cemeteries Program (ANCP) Executive Director position, reporting directly to the Secretary. In his directive, Secretary McHugh further tasked the Executive Director to immediately establish an accountability baseline for all gravesites and inurnment niches at the Cemetery. He further tasked agencies and organizations across the Army to accomplish numerous actions to support the improvement of Cemetery processes and procedures.

DAIG's 2011 RE-INSPECTION OF ANCP AND ANC: PURPOSE AND OBJECTIVES

The 2010 DAIG report recommended, and the Secretary approved, that we conduct a six-month interim review and a subsequent re-inspection of Arlington National Cemetery. We completed the interim review in January 2011 and began the re-inspection in May 2011. Once Public Law 111-339 was published, the Secretary

decided that our 2011 follow-up inspection would form the basis of his report to your committees. In contrast to our 2010 inspection of ANC, which focused on the five objectives cited above, the re-inspection this summer assessed how well Arlington National Cemetery had corrected the deficiencies from last year's report and how well the Army had complied with the Secretary's follow-on directive. It also assessed outreach, information and support that Arlington National Cemetery provided to family member inquiries regarding possible burial discrepancies.

DAIG's 2011 RE-INSPECTION OF ANCP AND ANC: KEY FINDINGS

Since the Secretary signed Army Directive 2010-04, the Executive Director has led her staff and other Army stakeholders to make significant improvements at Arlington, while still accomplishing the Cemetery's daily mission. Every day at Arlington this past year, an average of 27 veterans were buried, an estimated 11,000 visitors toured the Cemetery, and seven public ceremonies were hosted. This drives home the fact that, even while corrective action and future visioning are critical at Arlington, the Cemetery must also execute its mission, with dignity, compassion and professionalism every single day. Neither are negotiable.

By way of comparison, the 2010 inspection report listed 76 findings and made 101 recommendations. Sixty-one of those findings were "deficiencies"; defined as serious deviations from an Army standard warranting the attention of the Army's senior leadership. During this follow-up inspection, there were no deficiencies noted; rather, we made 31 observations on the progress that has been made and the work still to be

done. This alone underscores the tremendous progress ANCP and the Army have made in correcting the problems at Arlington.

Improvement of ANC's Organizational Culture and Climate. We found that the new ANCP leadership and staff have made tremendous progress in addressing the Cemetery's organizational culture and climate. Last year we found that the Cemetery's previous leadership fostered an "insular" environment at the Cemetery; effectively disengaged from much of the institutional Army. This insularity prevented the sustainment of functional relationships with Army command and staff elements that could provide support, resources and oversight. This insularity contributed greatly to the mismanagement, impropriety, and ineffectiveness uncovered at the Cemetery. The Executive Director's staff immediately sought to make connections, and to collaborate actively, with the Army commands, staff elements and agencies that Secretary McHugh had directed to provide support to ANCP through Army Directive 2010-04. In this way, the Executive Director eliminated any significant vestiges of insularity in the Cemetery's culture and paved the way for improvement in all aspects of ANC's administration, operations, and maintenance. It is important to note here that, contrary to the recommendation in the 2010 report to delegate responsibility for Arlington to a single command in the Army, Secretary McHugh assumed personal responsibility for the Army's failure and for ensuring the corrections. In hindsight a year later, this was a good call. I believe a year later that this kind of intense management and leadership was necessary as a forcing function in order to make the kind of progress we witnessed during the re-inspection.

Equally important, the Executive Director and Superintendent are equally responsible for leading the effort to successfully transform the Cemetery's organizational climate. We administered two Defense Equal Opportunity Management Institute surveys to Cemetery employees—one in January 2011 and one in June 2011. Both surveys reflect improving morale and increasing organizational effectiveness in the year since the Executive Director and new Superintendent assumed leadership responsibility at Arlington National Cemetery. In the five months between the surveys, those who agreed that the overall health and morale at Arlington was better than it was a year ago almost doubled. The number of those who disagreed or neither agreed nor disagreed with that sentiment dropped sharply. Six of seven Equal Opportunity areas are now rated as organizational strengths with significant improvement in command behavior to minorities reported by employees. In organizational effectiveness areas, employee's trust in the organization area received large improvements between the January and June surveys, and employees rate five of six areas of organizational effectiveness as strengths. Sensing sessions conducted by inspectors confirm survey findings. These radical improvements can be directly attributed to the leadership style and approach of both the Executive Director and the Superintendent.

Improved Information Technology and Processes. This summer, inspectors observed that ANC now possesses a fully-functional information technology architecture, enabled by current software applications and hardware systems and supported by a comprehensive service agreement with the Army's Information Technology Agency (ITA). Starting in December 2010, Arlington partnered with ITA to route all incoming calls to ITA's Consolidated Customer Service Center (CCSC) at Fort

Detrick, MD. This process significantly improved customer service and enabled a tiered response system which freed Cemetery personnel to focus on funeral scheduling while ensuring callers inquiring about tourism-related questions were assisted promptly and efficiently by CCSC employees. Additionally, the CCSC provided Arlington's Interment Services Branch the full capabilities of its Remedy tracking system. For example, every call made to the CCSC is now captured in a digital file and assigned a Remedy case number in the CCSC's database. This allows collaborative resolution by CCSC personnel and Cemetery Representatives from the Internment Services Branch. Cemetery leadership periodically reviews the CCSC data and applies measures of effectiveness to assess staff performance.

Other improvements to Arlington's information technology architecture include the replacement of antiquated and vulnerable computer hardware and applications identified in the 2010 report with the latest the Army can provide. From now through Fiscal Year 2012, the Cemetery and the Veterans Administration are partnering to integrate ISS and BOSS; this enhancement will save significant staff hours within the Interment Service Branch. The Cemetery has partnered with the Army's Chief Information Officer and Army Data Center-Fairfield to provide Arlington with a digital "Research Tool" for digitizing burial records and headstone photographs. This tool is enabling the Executive Director's Gravesite Accounting Task Force to re-establish accountability of each gravesite and inurnment niche at Arlington and already assists Cemetery Representatives in generating digital records for new interments and inurnments. This digitization of all records should be complete in early 2012. Finally, by February 2012, this digitized database of burial records will automatically update a new

digital Cemetary map using the Army's most current geospatial mapping program; replacing the paper maps that contributed to the discrepancies that were the impetus for the intial media reports of mismanagement at Arlington. Finally, the Executive Director is establishing an operations center to ensure situation awareness of all current and future cemeterial and ceremonial operations at Arlington and facilitate the liaison and sharing of real-time information with Army, Navy, Marine Corps, and Air Force headquarters in the National Capital Region that support the Cemetery every day.

Improvement in Compliance with Army Information Assurance Focus Areas. During the DAIG's Information Assurance compliance inspection of Arlington in 2010, ANC did not meet the Army standard in any of the 12 of 14 IA functional areas inspected (two functional areas did not apply at that time). Out of those 12 functional areas, 57 serious information assurance deficiencies were identified. The Cemetery's information technology architecture was grossly outmoded and vulnerable; and the Cemetery's workforce was untrained in these critical areas and understaffed in qualified information assurance personnel. A follow-on Army compliance inspection of the Cemetery was conducted from 20-27 June 2011. Compared to last year's inspection, where none of the applicable functional areas met the standard, Arlington met Army standards in all applicable information assurance functional areas during the most recent inspection. ANC's improved information assurance readiness can be is attributed to a strong tenant-service provider relationship, leadership focus, and ANC's proactive staff. Today, we rate the Cemetery as one of the best organizations in the Army for compliance with information assurance requirements.

Improvement in Acquisition and Contracting. During our first inspection, we found the Cemetery's procurement and contracting actions were not in compliance with Army, Defense Department, and Federal acquisition rules and regulations. Untrained and unqualified personnel on the Cemetery's staff were developing requirements and committing funds to contracts without appropriate oversight. This summer, our team reviewed 17 contracts from the Mission Installation Contracting Command's Fort Meyer and Fort Belvoir offices and eight contracts from the Army Corps of Engineer's Baltimore District. Most of the MICC contracts were recently completed service contracts which gave an indication of current performance. In our reviews, we focused on Arlington's pre-award compliance, teaming between Arlington and the supporting contracting agencies, requirements packages, and the training of contracting officer representatives and their execution and oversight of contracts. Finally, we looked at their management controls and acquisition processes and procedures. Today, the Cemetery's contracting actions are now properly aligned, based on scope of work, with either the Army Contracting Command or the Corps of Engineers. Furthermore, both the Contracting Command and the Corps of Engineers are providing support teams to the Cemetery and properly providing the oversight necessary to ensure that quality contracts are produced and being monitored in execution. ANC support teams subject new acquisitions to rigorous requirements determination, pre-award compliance checks, and contract packet reviews for quality assurance. Now, active ANC contracts are in accordance with applicable rules and regulations as a result of the support, oversight, and resources provided by the Army's appropriate contracting commands and

procurement support agencies to the Cemetery. This improvement is due in no small part to the emphasis the Executive Director places on proper contracting practices.

Budget Formulation and Execution. Arlington is funded separately by the Congress through a MilCon/VA funding line item. The funds the Cemetery receives are 'no-year' funds. The 2010 Inspection report found the budget and appropriation structure for Arlington was exacerbated by the lack of organizational command and control. This structure also limited the ability of the Secretary of the Army to shift resources to the Cemetery if needed. The Secretary's 2010 directive directed the Executive Director to realign budget oversight and execution along more standard Army practices. The Executive Director and her team now work closely with the Office of the Administrative Assistant (OAA), the Assistant Secretary of the Army for Financial Management and Controls, and the Office of the General Counsel to improve oversight of Arlington's budget formulation and execution. The Executive Director's decision to transition Arlington to the General Fund Enterprise Business System, providing her and the Army full visibility on the Cemetery's expenditures, has been critical to turning around perceived budget shortfalls. This transition enabled the Executive Director and her staff to reconcile unobligated funds from the last several years, something that had not been previously accomplished. As a result, to-date more than $15M in un-liquidated obligations previously caused by faulty contracting actions has been recouped and will be applied to future ANC budgets.

The Army Has Effectively Executed and Complied with AD 2010-04. During this summer's re-inspection, inspectors found that ANCP and Army commands, staff

elements and agencies have complied with Army Directive 2010-04 and effectively executed the tasks Secretary McHugh assigned them to enhance the operations and oversight of the Army National Cemeteries Program. Furthermore, the Gravesite Accountability Task Force is currently on track to complete its task of establishing an accountability baseline for all gravesites and inurnment niches with in Army National Cemeteries. This baseline will inform the report being provided to the Congress by 22 December 2011 under the provisions of Public Law 111-339.

The Army Secretariat and Cemetery's new leadership have initiated several other actions which will provide for longer term improvements. These include changes to the Code of Federal Regulations and Army policy to document the jurisdictional realignment of the Army National Cemeteries program, the creation of a new public affairs policy for the Cemeteries, the establishment of more effective oversight of ANC's budget formulation and execution, the review of ANC contracting in detail, and the establishment of the Army National Cemeteries Advisory Commission. To ensure steady progress in correcting ANC's deficiencies between the 2010 and 2011 IG inspections, Secretary McHugh directed a series of external reviews. These included an interim review by the DAIG, and contract reviews by the Assistant Secretary of the Army for Logistics and Technology and the Army Audit Agency. The Army's Chief Information Officer was directed to conduct a complete review of information technology systems and applications. The Army's Force Management Agency and Manpower Analysis Agency were also directed to review Arlington's force structure and make recommendations. All of these directives were properly accomplished. These reviews combined with our 2011 follow-up inspection have ensured Arlington National Cemetery

is receiving the necessary external oversight and assessment. It is clear to me that in adhering to Secretary McHugh's directive, the Army has effectively set the conditions for continued and enduring mission accomplishment to standard at Arlington.

Effective Outreach and Support to Families Regarding Burial Discrepancies. During this summer's inspection, we found that the ANCP's leadership and staff were professional, compassionate, and supportive in providing information, support, and outreach to Families of interred and inurned veterans regarding inquiries over possible burial discrepancies at Arlington. Immediately upon assuming her position, the ANCP Executive Director established a hotline at Arlington to respond to burial inquiries and developed a tiered system to ensure that proper efforts were made to address family member concerns. In several cases, even though documents confirmed the locations of the deceased, the Cemetery supported family requests for physical verification in order to fully satisfy their concerns. To date, the Cemetery has received almost 1,300 inquires from family members. Since the hotline was established, in all but thirteen cases (which include the eight urns with cremated remains found in an unmarked grave in October 2010), the Cemetery was able to assure family members that there were no discrepancies regarding the burial locations of their loved ones. In the 13 cases of substantiated burial discrepancies, the Cemetery worked closely with each family concerned and invited their participation (at Army expense, when required) in correcting the error and correcting and updating records accordingly. In the case of eight urns found in the one grave, only four were able to be positively identified. The Cemetery has reinterred the unidentified urns as "Unknown" remains, with the full dignity and respect they provide to any funeral service. To ensure that these inexcusable breaches

of procedure are prevented in the future, the new Executive Director and Superintendent have thoroughly revised the Cemetery's procedures for interring and disinterring veterans to ensure safeguards exist to prevent this kind of behavior in the future. The Executive Director and Superintendent published a 20 June 2011 policy memorandum titled *Assurance of Proper Casket/Urn Placement*. This policy addresses procedures the Cemetery staff must use that begins with the intake of the burial request through interment, addresses training and accountability, and provides guidance for correcting the misplacement of casketed or cremated remains. In each step, ANC Field Operations Supervisors are required to physically confirm preparation and closure of graves and countersign a "dig slip" to verify remains are interned or inurned in the correct gravesite. The Cemetery's General Foreman then inspects the process to ensure no deviation from the standard. The Cemetery continuously trains the workforce on these procedures and provides consistent, direct supervision. Because of these improvements, Arlington has experienced no burial discrepancies in the last year.

DAIG's 2011 RE-INSPECTION OF ANCP AND ANC:
KEY RECOMMENDATIONS

While the Army and ANCP staff have made great strides in correcting deficiencies noted in the DAIG's 2010 inspection, fulfilled Secretary McHugh's guidance issued in Army Directive 2010-04 and supported Families regarding burial errors, there is still more to do at Arlington. In this summer's report, we presented Secretary McHugh with 53 recommendations designed to enhance the progress made to this point. A description of some of our key recommendations follows.

Policy Documentation. Army Directive 2010-04 established immediate oversight mechanisms to improve information technology, information assurance, contracting, engineering support, and force structure. In his directive, the Secretary established the Executive Director as the proponent for all policies related to the Army National Cemeteries Program. In the last year, the Executive Director, the Assistant Secretary for Manpower and Reserve Affairs, and the Office of the General Counsel have revised the rule in the Code of Federal Regulations (CFR) which applies to Arlington based on new processes and practices which have been established. The new proposed rule was forwarded to OSD in August 2011 for public comment. Inspectors recognized the CFR would need to be completed prior to any revision of Army Regulation 290-5 *Army National Cemeteries*, could begin.

The Executive Director is now working closely with the Army Staff to update this regulation now that the CFR revision has been submitted for public comment. We recommended in the 2011 report that the Executive Director should incorporate requirements for long-term, robust and continuous oversight processes and mechanisms in a revision of Army Regulation 290-5. We also recommended the Executive Director should publish a full revision of Department of the Army Pamphlet 290-5, *Administration, Operation, Maintenance of Army Cemeteries,* to provide all 28 Army post cemeteries with sound, authoritative, and current guidance on standardized processes and procedures for cemetery operations. As part of this revision, we also recommended any procedures peculiar to Arlington be removed from the DA pamphlet and instead be reflected in Arlington National Cemetery's standing operating procedures.

Creation of a Multi-Service Policy for Arlington. We recommended a multi-Service policy for Arlington. Service members and veterans of all five Services (and Family members) are eligible for burial at Army National Cemeteries. Excluding Service Members who are killed in combat operations, wait times for funerals and burial are increasing and vary by Service. For example, in June 2010, it took an average of 74 days (from the day eligibility was determined) before a deceased veteran was interred / inurned with full honors at ANC, compared to 87 days in June 2011, with a range of delay of almost 30 days between Services. This disparity in wait times is attributed to the lack of a multi-Service policy for interment / inurnment honors and the different procedures employed by the Services to manage ceremonial and band units. The increase in wait times is due to the more accurate tracking of calls by the call center which created a more accurate demand signal for burials at Arlington than was being obtained under the previous administration. Under the previous system, Arlington lacked even a voice mail system for callers who were not able reach a live person on the phone. Many of these families ultimately gave up having their loved ones buried at Arlington and sought arrangements elsewhere and the Cemetery never knew about their attempts. With the new call center, callers are assured of getting through to Arlington and getting a case opened to have their loved ones interred or inured, and therefore are more accepting of the delay because they know they will receive services. As trust in confidence has been restored, the true demand signal for burial at Arlington has increased, thereby increasing wait times. However, because of the lack of a multi-Service policy for interment / inurnment honors and the different procedures employed by the Services to manage ceremonial and band units, we have recommended the

Army Secretariat engage the Office of the Secretary of Defense to develop common policy, processes and procedures for honors and cemetery support operations that apply to all the Armed Services.

Long Term Command, Control, and Oversight of Army National Cemeteries. The Army must sustain the progress made at Arlington and prevent the Cemetery from returning to the insular organization it once was. We note that the Executive Director and her staff have fundamentally transitioned the control mechanisms and oversight of Cemetery operations. However, to ensure this occurs for the long-term, we recommend the Department of the Army G3/5/7 provide Secretary McHugh options for his decision on how to integrate the Army National Cemeteries Program's long-term command and control, organizational alignment and support relationships into standard methods for overseeing unique Army organizations such (Direct Report Units and Field Operating Agencies, for example). We believe establishing this type of organizational identity and standard command and control structure for ANC will better align long-term responsibilities and oversight.

Inquiry into Wait Times and Cemetery Lifespan. During our inspection, we found that interments and inurnments at Arlington are increasing each year and that wait times at Arlington continue to increase. This may result in the Cemetery reaching its capacity before current projections. We recommended the Secretary of the Army request the Army National Cemeteries Advisory Commission, when convened, to examine the causes and effects of increasing wait times and increasing demand, and then make recommendations to contend with these issues.

CONCLUSION

As our inspection report indicates, the progress made at Arlington since last June is a "good news" story and shows a significant turn-around in performance at the Cemetery. Our inspection team found that the ANCP Executive Director, Superintendent , and staff are systematically correcting the deficiencies found in the 9 June 2010 DAIG inspection report. As Secretary McHugh directed, Army agencies and organizations have completed (or are in the process of completing) the tasks specifically assigned to them in Army Directive 2010-04. Finally, the inspection team also found that ANCP's efforts at providing outreach, information and support to Family members regarding burial discrepancies were professional and supportive. Simply put, the mismanagement that was found at the Cemetery in 2010 no longer exists.

The improvements observed and reported by the DAIG validate the Secretary's approach to restoring the processes, systems, and management we found to be missing at Arlington in 2010. This strategy---executed passionately and diligently by the Cemeteries new leadership and staff, with the support of the Army, the Defense Department, other federal agencies, and Congress---have set the conditions for continued improvement and ultimate success.

With this good news comes a realization that more hard work lays before us. The leadership and staff of the Army National Cemeteries Program must continue to complete the painstaking work required to revise the applicable federal rules and update the Army's relevant policy and procedural documents. The gravesite accountability baseline must be completed accurately and on time. The efficiencies and tools built and employed in the critical effort to establish gravesite accountability must be applied to the processes and systems currently at use at Arlington to avoid any future loss of fidelity.

The Cemetery must complete the enhancement of its internal processes, protocols, and systems, and document these enhancements to ensure future effectiveness. Finally, the Army must optimize and institutionalize the support and oversight it provides its National Cemeteries and apply what it has learned and to all cemeteries, great and small, under Army purview.

As the Army's Inspector General, I know that restoring Arlington remains a priority for the Secretary. In reflecting on the observations our agency has made during the many months of inspecting Arlington, I am confident that the Army National Cemeteries Program and the Army will succeed in this great endeavor.

United States Army

Major General WILLIAM H. MCCOY, JR.

Deputy The Inspector General
Office of the Secretary of the Army
1700 Army Pentagon 3E588
Washington, DC 20310-1700
Since: October 2008

SOURCE OF COMMISSIONED SERVICE ROTC

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Texas A&M University -- BS -- Building Construction

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United States Army War College

FOREIGN LANGUAGE(S) French

PROMOTIONS	DATE OF APPOINTMENT
2LT	10 Jul 74
1LT	10 Jul 76
CPT	30 Sep 78
MAJ	1 Nov 85
LTC	1 Dec 91
COL	1 Apr 97
BG	1 Sep 03
MG	8 Dec 06

FROM	TO	ASSIGNMENT
Nov 74	Jul 75	Platoon Leader, B Company, 237th Engineer Battalion, 7th Engineer Brigade, VII Corps, United States Army Europe and Seventh Army, Germany
Jul 75	Dec 77	Executive Officer, Headquarters and Headquarters Company, later Executive Officer, C Company, 237th Engineer Battalion, 7th Engineer Brigade, VII Corps, United States Army Europe and Seventh Army, Germany
Dec 77	Mar 78	Project Officer, Directorate of Training Developments, United States Army Engineer School, Fort Belvoir, Virginia
Mar 78	Sep 78	Student, Engineer Officer Advanced Course, Fort Belvoir, Virginia
Sep 78	Feb 80	Commander, B Company, 8th Engineer Battalion, 1st Cavalry Division, Fort Hood, Texas
Feb 80	Feb 81	Engineer Advisor, Technical Assistance Field Team, United States Military Training Mission Khamis Mushayt, Saudi Arabia
Feb 81	Feb 83	Project Officer, Southern Colorado Project Office, United States Army Engineer District Albuquerque, Pueblo, Colorado
Jun 83	Feb 85	Engineer Staff Officer, Directorate of Engineering and Housing, Installation Support Activity, Europe, United States Army Europe and Seventh Army, Germany

MG McCoy, Jr., William H.

Feb 85	Apr 85	Special Assistant to the Chief of Staff, 56th Field Artillery Brigade, United States Army Europe and Seventh Army, Germany
May 85	May 86	Engineer Staff Officer, Office of the Deputy Chief of Staff, Engineer, United States Army Europe and Seventh Army, Germany
May 86	Nov 86	Plans Officer, Corps Staff Engineer Section, III Corps, Fort Hood, Texas
Nov 86	Jan 89	S-3, later Executive Officer, 17th Engineer Battalion, 2d Armored Division, Fort Hood, Texas
Jan 89	Jun 89	Student, Armed Forces Staff College, Norfolk, Virginia
Jul 89	Jun 91	Staff Officer, Force Development Directorate, Office of the Deputy Chief of Staff for Operations and Plans, United States Army, Washington, DC
Jul 91	Sep 92	Research Fellow, RAND Army Fellowship Program, Santa Monica, California
Sep 92	May 93	Executive Officer to the Deputy Chief of Staff, Engineer, United States Army South, Fort Clayton, Panama
May 93	May 95	Commander, 536th Engineer Battalion (Combat)(Heavy), United States Army South, Fort Clayton, Panama and Joint Task Force Builder, El Salvador/Uruguay, later OPERATION SAFE HAVEN, Panama, later Joint Task Force Builder, El Salvador
May 95	Jun 96	Student, United States Army War College, Carlisle Barracks, Pennsylvania
Jun 96	Jun 97	Deputy Director, Maneuver Support Battle Lab, United States Army Engineer Center and Fort Leonard Wood, Fort Leonard Wood, Missouri
Jun 97	Jul 98	Director, Engineer Operations Directorate, Office of the Deputy Chief of Staff, Engineer, United States Army Europe and Seventh Army, Germany
Jul 98	May 00	Commander, 130th Engineer Brigade, V Corps, United States Army Europe and Seventh Army, Germany and OPERATION TASK FORCE HAWK, Albania
Jul 00	Jul 02	Chief of Staff, 1st Armored Division, United States Army Europe and Seventh Army, Germany
Jul 02	Jan 03	Deputy Chief of Staff, Engineer, United States Army Europe and Seventh Army, Germany
Jan 03	Aug 03	Commander, 18th Theater Army Engineer Brigade/Deputy Chief of Staff, Engineer, United States Army Europe and Seventh Army, Germany and OPERATION IRAQI FREEDOM/Joint Task Force-North, Turkey
Aug 03	Jun 05	Assistant Commandant, United States Army Engineer School/Deputy Commanding General, Initial Military Training, Fort Leonard Wood, Missouri
Jun 05	Oct 06	Commander, Gulf Region Division, United States Army Corps of Engineers, OPERATION IRAQI FREEDOM, Iraq
Oct 06	Oct 08	Commanding General, United States Army Maneuver Support Center and Fort Leonard Wood, Fort Leonard Wood, Missouri
Oct 08	Present	Deputy The Inspector General, Office of the Secretary of the Army , Washington, DC

SUMMARY OF JOINT ASSIGNMENTS	DATE	GRADE
Commander, Joint Task Force Builder, El Salvador/Uruguay, later OPERATION SAFE HAVEN, Panama, later Joint Task Force Builder, El Salvador (No Joint Credit)	May 93 - May 95	Lieutenant Colonel
Commander, Gulf Region Division, United States Army Corps of Engineers, OPERATION IRAQI FREEDOM, Iraq	Jun 05 - Oct 06	Brigadier General

MG McCoy, Jr., William H.

SUMMARY OF OPERATIONS ASSIGNMENTS	DATE	GRADE
Commander, 130th Engineer Brigade, V Corps, United States Army Europe and Seventh Army, Germany and OPERATION TASK FORCE HAWK, Albania	Jul 98 - May 00	Colonel
Commander, 18th Theater Army Engineer Brigade/Deputy Chief of Staff, Engineer, United States Army Europe and Seventh Army, Germany and OPERATION IRAQI FREEDOM/Joint Task Force-North, Turkey	Jan 03 - Aug 03	Colonel
Commander, Gulf Region Division, United States Army Corps of Engineers, OPERATION IRAQI FREEDOM, Iraq	Jun 05 - Oct 06	Brigadier General

US DECORATIONS AND BADGES

Distinguished Service Medal
Legion of Merit (with 4 Oak Leaf Clusters)
Bronze Star Medal
Meritorious Service Medal (with 3 Oak Leaf Clusters)
Army Commendation Medal (with 2 Oak Leaf Clusters)
Army Achievement Medal (with Oak Leaf Cluster)
Army Staff Identification Badge

DEPARTMENT OF THE ARMY

COMPLETE STATEMENT

OF

MS. KATHRYN A. CONDON

EXECUTIVE DIRECTOR, ARMY NATIONAL CEMETERIES PROGRAM

BEFORE THE SUBCOMMITTEE ON MILITARY PERSONNEL AND THE

SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS OF THE

COMMITTEE ON ARMED SERVICES

UNITED STATES HOUSE OF REPRESENTATIVES 1ST SESSION, 112TH CONGRESS

ON

THE ACCOUNTING OF GRAVESITES AT

ARLINGTON NATIONAL CEMETERY AND COMPLIANCE WITH ARMY DIRECTIVE

2010-04: ENHANCING THE OPERATIONS AND OVERSIGHT OF THE ARMY

NATIONAL CEMETERIES PROGRAM

SEPTEMBER 23, 2011

Chairmen and distinguished Subcommittee members, thank you for the opportunity to testify regarding the progress underway at Arlington National Cemetery.

INTRODUCTION

On June 10, 2010 circumstances at ANC came to light that degraded the trust and confidence of the American public. As you know, Mr. Chairman, widespread reports caused us all extreme concern regarding the level of standards and the quality of care taken to inter our nation's veterans and their loved ones at Arlington Cemetery.

As I testified previously, after conducting an intensive review of Cemetery operations, a salient fact emerged. The main contributor to the state of Arlington at that time can be described as a lack of standards, a reliance on a number of ineffective business and operational practices and ineffective implementation of technology solutions. The organization still used typewriters to record critical information about veterans' interment services and index cards held the record of burial for those laid to rest at Arlington. The skills of the workforce were misaligned to organizational needs and training was inadequate to properly and effectively perform assigned duties. Perhaps most important: effective rigor was not in place to maintain a standard of accountability befitting our veterans and their families. We have addressed this lack of standards and

we are meeting the accountability challenge. Arlington now is on the path to meet the high quality standards expected of our nation's preeminent military cemetery.

Before addressing the Inspector General Report, it is important to recognize and acknowledge the courage and leadership of the Secretary of the Army, the Hon. John McHugh, who recognized the challenges and took bold steps. Secretary McHugh brought to bear the resources required from across the United States Army and Department of Defense to make meaningful corrections. We are grateful and honored that Secretary McHugh has placed his trust in our leadership and abilities to right the wrongs at Arlington.

I am pleased to report to this Subcommittee that we have significantly increased effectiveness and efficiencies in all functions at Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery. Tremendous progress has been made and care taken to analyze the 76 deficiencies identified in the June 2010 inspection report from the Department of the Army Inspector General. Since that time, ANC has established standards and crafted corrective actions which directly address these deficiencies and positively impact root causes. As noted in the 11 March 2011 Inspector General's Interim Review, we have "significantly increased effectiveness and efficiency" in all of our missions and functions.

When last I testified before the Oversight and Investigations Subcommittee, you asked what we needed most to help implement necessary change. I replied that I needed time. These Subcommittees have graciously provided that time. Now it is important to highlight the real progress we have made since June 2010.

CEMETERY PROGRESS

We have diligently corrected errors of the past by identifying and correcting five documented burial errors and addressed the concerns expressed by families. When an issue at the cemetery is discovered, from a sunken grave due to weather to a burial error, we immediately contact the families, providing them accurate, detailed information. The Superintendant has implemented new standards and processes to prevent this from happening in the future. We have stood up the Gravesite Accountability Task Force; a joint military-civilian team focused on driving greater accountability and restoring faith and confidence in the American people. The actions of the Task Force will meet and exceed requirements of Army Directive 2010-004 and Public Law 111-339. The Accountability Task Force has digitally photographed 100% of the markers and niche covers and initiated a digital scan of all supporting paper records. We have leveraged Army experts, notably at the Army Data Center Fairfield, California, to create the tools necessary to review and electronically cross reference all of our records dating back to the Civil War. Task force personnel work daily reviewing every record and assembling a single authoritative data base for Arlington National Cemetery.

Cemetery personnel are institutionalizing these processes and will ensure they are sustainable into the future.

We have implemented a new organizational structure to manage the many facets of the Cemetery. The organization already has made not only significant but measurable improvement and we will continue to evolve to meet/exceed the expectations of our many stakeholders.

We continue to implement a comprehensive training program for our workforce. Starting with a six-step chain of custody process, implemented by the Superintendent, the staff is focused on maintaining positive identification of remains during pre-burial activities and ensures positive identification of remains when disinterment is required. These identification practices apply to all types of receptacles for remains. The business processes built by the Gravesite Accountability Task Force are now the day-to-day standards and practices which the workforce will apply to ensure the validation process is sustained as we move forward.

We are now exploring methods for institutionalizing an internal inspection program modeled after the Army's Organizational Inspection Program to continually assess our changed processes.

Commercial training such as how to operate heavy equipment safely and with proficiency has contributed to a more capable efficient workforce too. Additionally, we are complying with all the Army civilian workforce training requirements. The

Superintendant's mantra of "Re-organize, Re-train and Re-tool" nicely sums up the essence of our team effort.

The Army has made a tremendous leap in effective use of technology at Arlington. We have replaced the paper records of the past, prepared on an IBM Selectric typewriter, with a digital system that uses industry best practices in database management. To schedule interments, our team is leveraging a state-of-the-art system that ensures visibility for all appropriate stakeholders and an ability to share information like never before. We have ensured fiscal accountability and stewardship through the implementation of the General Fund Enterprise Business System to ensure full visibility on all cemetery expenditures. We have initiated a Geospatial Application Development initiative at Arlington. This will form a "Google maps" like information system that enables the Cemetery to better manage the grounds, grave and niche assignments and provide street directions and site locations to our guests. Arlington has embarked on an all-encompassing effort to develop baseline enterprise architecture. This formal review will capture all business processes and dependencies and drive the development of integrated solutions. By formally documenting all requirements, information technology can be applied in a consistent way that eliminates redundancy while increasing availability and most importantly, accuracy of cemetery data.

Most recently, we launched a new Arlington National Cemetery web site that rivals the looks and functionality of any web site on the Internet. I encourage you to review the

new website and see firsthand how we are communicating in a more relevant way with our stakeholders. Now that the Arlington National Cemetery is pointed in the right direction, we feel we have set the course for Arlington to become an organization of excellence.

Although much has been accomplished, we have much work to do. We are on the right path and continue to work as we earn and maintain the faith of the American public. To date this calendar year we have conducted 4,869 burials; 3,146 ceremonies; hosted over 4 million visitors and guests; reviewed and addressed over 1,200 family member concerns; increased the work force by one third; re-competed all service contracts; drafted new policies and implemented standards; immediately addressed identified errors; and conducted honest and frank engagements with families. We have executed these efforts while also maintaining the current operational tempo. In order to meet ever increasing requests for dignified services, we expanded operations to include placement only services on Saturday that do not require honors and continue to conduct an average of 27 funeral services each day.

If you were to ask today what is necessary to continue this positive and fast paced trend, it is the continued stalwart support of these Subcommittees.

CUSTOMER FOCUS

The next phase for Arlington National Cemetery is a more intense focus on our many stakeholders because cemeteries are for the living. We owe this great nation, our veterans and their loved ones a deep understanding of their needs and meaningful interaction, so they are able to take full advantage of all Arlington has to offer.

We must not only meet but exceed the expectations of families who have loved ones interred or inurned at Arlington. My vision is that the burden of scheduling and managing interment services will be completely eliminated through leveraging existing technology and refining Arlington operations as we focus more intensely on service to veterans, families and millions of visitors each year.

We want to engage all veterans to ensure we fully understand and provide an Arlington that represents what it should to them, the heroes who have taken the oath and served this country with dignity, loyalty and respect. We will reach out to Veterans Service Organizations to improve our links with our nation's veterans. We must continually have open and quality dialogue with VSO's in order to stay connected to this very important community.

In late August, the Army National Cemeteries Commission, as directed by Secretary McHugh, had eight of nine nominees approved for appointment by the Office of the Secretary of Defense. This Federal Advisory Commission will provide an independent

and holistic look at the future of Arlington and how best the Army and the Department of Defense can continue the legacy of dignified services on these hallowed burial grounds for our nation's veterans and their families while preserving the rich history of the 628 acres nestled along the rolling hills across the Potomac River from our nation's capital.

Arlington National Cemetery is a place available for every generation to Honor, Remember, and Explore the depths of the creation of this great Nation and the heroes which have made incredible sacrifices for freedom. We have greatly increased our capacity to reach every generation through our new web site which veterans, family members and children will find engaging, user friendly, and informative. We want all to explore the cemetery's rich history, to touch the final resting place of their loved ones who have sacrificed for our nation's freedoms, and to enjoy the landscape of our nation's capital. Nowhere else in the world can one find the magnificent social and military history of the Civil War, witness first-hand our nation's reverence for our war dead at the Tomb of the Unknowns, and memorialize significant National events such as space shuttle tragedies and the attacks of 9/11. We owe our veterans, their families and all future generations a full accounting at Arlington National Cemetery and that is exactly what we intend to provide. We look to the future to make Arlington a place to Honor, Remember, Explore.

Thank you for your patience and allowing me to share our progress to date. I look forward to answering your questions.

Biography

Department of the Army

Kathryn A. Condon

Executive Director
Army National Cemeteries Program
Office of the Secretary of the Army
Arlington National Cemetery
Arlington, VA

Ms. Kathryn A. Condon was selected for the Senior Executive Service in September 1997. She became the Executive Director of the Army National Cemeteries Program on June 10, 2010. As the Executive Director, she exercises authority, direction and control over all aspects of the Army National Cemeteries Program. In this capacity, she is responsible for both long-term planning and day-to-day administration and operations of Arlington National Cemetery and the U.S. Soldiers' and Airmen's Home National Cemetery.

Prior to this assignment, Ms. Condon served as the Special Assistant to the Under Secretary of the Army. As the principal planning advisor to the Under Secretary of the Army, Ms. Condon was responsible for researching, analyzing, and developing recommendations on national security and Army strategic issues and trends. From September 2006 to September 2009, Ms. Condon served as the civilian Deputy to the Commanding General, U.S. Army Materiel Command. As the senior civilian for the Army Materiel Command, she oversaw one of the largest commands in the Army, with more than 50,000 employees in 149 locations worldwide, including more than 40 states and 38 countries.

From June 2003 until September 2006, Ms. Condon served as the first civilian Assistant Deputy Chief of Staff for Operations, G-3/5/7 on the Army Staff. Prior to that assignment, she was the Interagency Coordinator for Military Support to Civil Authorities, Office of the Secretary of the Army, Washington, D.C. from November 2000 through May 2003. Her initial Senior Executive assignment, from September 1997 through October 2000 was the Special Assistant for Resources and Military Support in the Office of the Assistant Secretary of the Army (Installations and Environment), Washington, D.C.

CAREER CHRONOLOGY:

- Mar 1994 – Aug 1997: Assistant for Program Analysis and Acting Deputy for Program Analysis and Installation Assistance, Office of the Assistant Secretary of the Army (Installations, Logistics, and Environment), Washington, DC

- Jul 1993 – Feb 1994: Program Analyst, Office of the Assistant Chief of Staff for Installation Management, Washington, DC
- Feb 1989 – Jun 1993: Program Analyst and Management Analyst, Office of the Chief of Staff of the Army – Management Directorate, Washington, DC
- Nov 1988 – Jan 1989: Management Analyst, Secretary of Defense Base Realignment and Closure Commission, Washington, DC
- Aug 1988 – Oct 1988: Program Analyst, Engineering and Housing Support Center, Fort Belvoir, VA
- Apr 1986 – Jul 1988: Management Analyst and Chief Information Support Officer, United States Military Academy, West Point, NY
- Mar 1983 – Mar 1986: Revenue Officer, Internal Revenue Office, Poughkeepsie, NY

COLLEGE:

- MBA, Syracuse University, Syracuse, NY
- BA, University of Rochester, Rochester, NY

SIGNIFICANT TRAINING:

- Army Management Staff College

AWARDS AND HONORS:

- Presidential Rank Award – Meritorious Executive, 2009
- General Brehon B. Somervell Medal of Excellence, 2009
- Presidential Rank Award – Distinguished Executive, 2005
- Decoration for Exceptional Civilian Service
- Meritorious Civilian Service Award
- Commander's Award for Civilian Service
- Army Achievement Medal for Civilian Service
- Outstanding Student Award from the Army Management Staff College

PROFESSIONAL MEMBERSHIPS AND ASSOCIATIONS:

- Association of United States Army
- American Society of Military Comptrollers

DOCUMENTS SUBMITTED FOR THE RECORD

SEPTEMBER 23, 2011

STATEMENT FOR THE RECORD OF
THE AMERICAN LEGION

JOINT SUBCOMMITTEES ON OVERSIGHT AND INVESTIGATIONS
COMMITTEE ON ARMED SERVICES
UNITED STATES SENATE AND HOUSE OF REPRESENTATIVES
ON
"UPDATE ON ARLINGTON CEMETERY REFORMS"

September 23, 2011

Mr. Chairman and Members of the Committee:

Without question, the failures of past leadership at Arlington National Cemetery are inexcusable. The hallowed ground, a little over 600 acres of northern Virginia hillside, has stood since this nation's Civil War as the crown jewel of reverence for the fallen warriors, the men and women who have served this nation in peacetime and war in the air, on land and at sea. Arlington National Cemetery is the epicenter of a country's reverence for these service members. This is the sacred ground of the Tomb of the Unknown Soldiers, and John F. Kennedy's Eternal Flame. Yet past management of these grounds led to a state of disorder, disrepair and disrespect that was clearly disgraceful. There is very little to be served by reciting a litany of the past failures. Rather it is far more important to acknowledge the intervening successes and recognize the remaining challenges.

Last summer, in June of 2010, the transition of management began. Kathryn Condon took up the post of Executive Director of the Army National Cemeteries Program, and other changes would follow. Director Condon and her team have been tireless and honest, sometimes brutally so, in the pursuit of righting this sinking ship. The American Legion applauds Director Condon for her forthright efforts to correct these errors.

In Washington, it is not unheard of to sweep unpleasant truths out of the public eye. Facts which reflect poorly upon an organization or program are recast with new spin. It's almost unheard of to admit to shortcomings and failings. Given the preoccupation with self-preservation, the candor from the new management team over the past year has been refreshing. This administration has not shied from hard truths; they have instead met them head on.

The news coming from the cemetery was seldom good, and often horrifying, but it was also honest. America learned of mislabeled remains, and bodies buried in the wrong locations. This was not some trivial matter thought to have occurred once or twice, but perhaps in 6,000 locations or more. Cemetery staff, when questioned by incoming management regarding standard procedure manuals for burials and plot alignment, admitted no such written records existed, and work had been handed down by word of mouth. Electronic records did not exist; information was stored on index cards as if the Nation's most prominent military cemetery was a 1950's muffler shop. Perhaps the only thing more eye-opening than the litany of prior failings at the cemetery was the willingness of new management to dig deep enough to find all of the errors and begin plans to set them aright.

Over a year later, Arlington Cemetery is far from fixed, but it is on the road to recovery. The American Legion recognizes the hard work and dedication of the management and staff to make things right. While it cannot be definitively said no more scandals are left to surface, there is at least a newfound sense of confidence management will not flinch from addressing these scandals head on and will at least work to make things right.

Yet even so, this cannot be the long term solution.

Now that the Department of Defense (DOD) has had time to regain its footing and begin to remove the stain of the failures at Arlington from its image, The American Legion urges Congress to place the ultimate ongoing responsibility of managing, operating, and maintaining Arlington National Cemetery and the U.S. Soldiers' and Airmen's Home National Cemetery in Washington, D.C directly with the Department of Veterans Affairs through the National Cemetery Administration (NCA) with the ceremonial duties preserved as the domain of the Army through the 3rd U.S. Infantry Regiment, "The Old Guard." In the entire government, no other agency can match the track record of success and satisfaction NCA has worked hard to achieve. NCA is well known for their attention to detail, and their ability to perform the task of ensuring the dignity of or fallen service members like no other.

Arlington Cemetery may struggle with electronic tracking of gravesites, but NCA has a system already in operation. A downloadable "app" for smart phones is available to utilize this electronic gravesite tracker on the go. Why look outside for technology already existing and run by individuals with the expertise already in hand? Why reinvent the wheel?

The DOD has one critical mission, to prepare for and execute the war fighting necessary for this nation's defense. Sidelining resources of money and staff to non-war fighting tasks degrades efficiency within DOD. NCA is already managing 131 cemeteries and doing it well. As any business would point out, management costs can be better amortized when spread over a large operation in this nature, and the costs to absorb Arlington and the US Soldier's and Airmen's Home National Cemeteries would result in net cost saving for the government as a whole.

Furthermore, NCA's proven track record is underlined by the top customer satisfaction rating as rated by the American Customer Satisfaction Index (ACSI). The ASCI was developed at the University of Michigan Business School and measures user trust and satisfaction of both

government and private sector industries. NCA's most recent score of 96 out of a possible 100 tops not only government entities, but all organizations measured in the United States. The American Legion believes this is indicative of the level of commitment to getting the job done right for the families of veterans displayed by the NCA.

The American Legion is mindful of the proud tradition of the Army in maintaining this facility and recognizes the importance to the Army, those presently serving and veterans, of restoring honor to the facility. Nobody questions the performance of the Army in the ceremonial tasks and duties they have always performed, and performed with distinction. The American Legion believes the responsibilities of the 3rd U.S. Infantry Regiment, traditionally known as "The Old Guard," which include conducting military ceremonies at Arlington National Cemetery, manning the 24-hour vigil at the Tomb of the Unknowns, and being the provider of military funeral escorts at Arlington, should never change, as a result of any reorganization associated with Arlington National Cemetery.

What transpired at Arlington National Cemetery was unconscionable. The past is immutable and cannot be changed. All that may change is how we face the future. To this end, as we begin to move past the immediacy of crisis and into long range planning, The American Legion again stresses the importance of ensuring future operations are smooth, professional and worthy of the gravity afforded to the task of granting our service members rest with reverence and dignity. While the efforts of Director Condon and Superintendant Hallinan are laudable, they do not represent a long term solution, nor should that be asked of them. The American Legion asks Congress to begin the transitional process of transferring management authority for Arlington National Cemetery and the US Soldier's and Airmen's Home National Cemetery to the National Cemetery Administration of the Department of Veterans Affairs.

The U.S. Government has, in NCA, an outstanding body dedicated to providing for the reverential treatment of the eternal remains of our fallen, and it is time we handed the future of Arlington to them. Then, and only then, can we begin to move forward with confidence these shameful events will never be repeated.

WITNESS RESPONSES TO QUESTIONS ASKED DURING THE HEARING

SEPTEMBER 23, 2011

RESPONSES TO QUESTIONS SUBMITTED BY MR. RUNYAN

Ms. CONDON. Criminal Investigation Command (CID) determined that the contract vehicle described by CID in the briefing to Congressman Runyan and the Veterans Affairs Committee has not been found. The contracting relationship between Arlington National Cemetery (ANC) and the company Office Solutions was documented in 2004 (awarded 26 MAR 2004). The original (basic) contract file was required by Federal Acquisition Regulations (FAR) to be retained for a period of 3 years following fiscal closeout. The basic contract file and documentation is presumed destroyed IAW [in accordance with] the FAR, due to the retention period expiration. None of the basic contract files have been discovered by CID and are presumed to have been destroyed. What CID was able to locate was the documents related to Office Solutions that were retrieved from the Electronic Document Access (EDA) system maintained by Defense Information Systems Agency (DISA), Ogden, UT. We have five Standard Form 1449, Solicitation/Contract/Order for Commercial Items and three Standard Form 30, Amendment of Solicitation/Modification of Contract, consisting of 139 pages. A review of the documents from the EDA system did not reveal anything of evidentiary value. As stated previously, we do not have, nor have we been able to locate, the base contract. [See page 21.]

QUESTIONS SUBMITTED BY MEMBERS POST HEARING

SEPTEMBER 23, 2011

QUESTIONS SUBMITTED BY MR. WEST

Mr. WEST. With the significant development of tracking systems in the past few years, commercial and government organizations are now using RTLS ("Real-Time Location Systems") to track their high-value assets in real time. Indeed, the Department of Defense is already applying such technologies to a variety of high priority items. For example, the U.S. Army Depot at Tobyhanna, Pennsylvania is using RTLS technology to provide a real-time location capability that enables the effective tracking and tracing of weapons system parts. What technologies like this are you evaluating and/or benchmarking against within DOD so that Congress and the public can be assured that there will be a stewardship system in place at Arlington National Cemetery that will accurately account for the remains of our Nation's veterans from theatre to the cemetery and, within Arlington, to burial?

Ms. CONDON. Arlington National Cemetery is diligently working to meet the legislative requirements set forth by Public Law 111–339 by conducting a full accounting of Arlington National Cemetery Gravesites.

In August 2010, the ANCP Executive Director formally requested support from the Army's Assistant Chief of Staff for Installation Management (ACSIM) to field Arlington National Cemetery a world class geospatial information system (GIS). This system once fielded will provide Arlington Cemetery a "Google-maps like" ability to digitally track and audit the management and assignment of gravesites for our nations' veterans. This system is on track to be fielded in March 2012.

The Department of Defense (DOD) uses the Defense Casualty Information Processing System (DCIPS) to track individual remains as they transit from theatre to their final destination.

Arlington National Cemetery has investigated technologies that could provide Radio Frequency Identification Technologies as well as looked at how mobile applications and digital photographs could permanently enhance the burial records of Arlington National Cemetery to assure the public of stewardship of burial remains. In addition to Arlington's internal research, through partnership with the VA we understand the Department of Veterans affairs is investigating asset management systems as part of their Memorial Affairs Redesign (MAR) project and if such technology could enhance the stewardship provided to the remains of our nation's veterans from theater. This research is part of their requirement development phase as they undergo a replacement for their Current Burial Operations Support System (BOSS).