SECRETARY OF THE ARMY
WASHINGTON

2 7 FEB 2012

MEMORANDUM FOR Honorable Max Cleland, Cochair, Army National Cemeteries Advisory Commission

SUBJECT: Terms of References for the Honor, Remember and Explore Subcommittees

1. Thank you for presiding over the inaugural meeting of the Commission held on 1 December 2011. Based on the Commission's recommendation from that meeting, I have authorized the establishment of three subcommittees to examine and provide independent advice and recommendations on the following topics:

- Honor Subcommittee: extending the future of active burial gravesites, veteran eligibility criteria and master planning.
- Remember Subcommittee: efforts to preserve and care for the Tomb of the Unknown Soldier.
- Explore Subcommittee: efforts to preserve the historic essence of Arlington National Cemetery and development of an interactive means to share its unique history with the Nation and the world.

2. The specific Terms of Reference for each subcommittee are enclosed. I request that the subcommittees report their recommendations to the full Commission for public deliberation within 1 year.

3. Subcommittee membership, as nominated by me and approved by the Secretary of Defense, follows:

- Honor Subcommittee: Russell Davis, Chet Edwards, Thomas Kelley, Janet Manion, James Peake
- Remember Subcommittee: Russell Davis, Thomas Kelley, James Kimsey, James Peake
- Explore Subcommittee: Chet Edwards, James Kimsey, Janet Manion

Each subcommittee may elect its own chair.

SUBJECT: Terms of References for the Honor, Remember and Explore Subcommittees

4. Please direct any questions and requests for administrative support to the Commission's Designated Federal Officer, Lieutenant Colonel Renea Yates.

5. Thank you and the Commission members for your continued support of the Army National Cemeteries Advisory Commission.

John M. McHugh

Enclosures

"Honor" Subcommittee
of the Army National Cemeteries Advisory Commission

TERMS OF REFERENCE

These terms of reference establish the Secretary of the Army's (SecArmy's) objectives, on behalf of the Secretary of Defense (SecDef), for an independent subcommittee to provide recommendations on how the Army National Cemeteries Program (ANCP) can best prepare for the future of the Army national cemeteries. Two primary focuses of this Subcommittee are examining ways to extend the life of active burials and continuing to honor our veterans and their family members after all available space at Arlington National Cemetery (ANC) is filled. At the SecArmy's direction, the "Honor" Subcommittee has been established under the Army National Cemeteries Advisory Commission (ANCAC) to conduct this assessment.

Mission Statement: Accomplish an independent assessment of methods to address the long-term future of the Army national cemeteries, including how best to extend the active burials and what ANC should focus on once all available space has been used.

Issue Statement: Strategic decisions are required to address the ANCP's long-term ability to continue honoring our Nation's military heroes, most notably how best to extend burials well into the future and to prepare for ANC after its available burial space is filled. Numerous factors will determine how long ANC can remain an active burial cemetery, including eligibility criteria, the type of burials afforded (interment or inurnment), and use of available land. Based on existing space and expected completion of the ninth Columbarium Court in 2013, estimates are that ANC will exhaust its ability to conduct first inurnments by 2024 and first interments by 2025. Additional land that ANC will develop is expected to extend ANC's life for several decades. However, these projects will not extend burials indefinitely, and the Nation will forever want to honor those heroes for whom ANC is their final resting place. Capacity estimates also use straight-line projections of current eligibility and burial demand, making it advisable that the Subcommittee deliberately review the eligibility policies.

Objective and Scope: ANC is a prominent Washington, DC, area tourist attraction and ceremonial site that buries on average 27 to 30 people a day. Specific burial eligibility requirements are in place, but those laid to rest at ANC include veterans and family members from across the Army, Navy, Air Force, Marines and Coast Guard. The Soldiers' and Airmen's Home National Cemetery (SAHNC) is much less visited and averages seven to eight funerals a year. Only those who have resided at the Soldiers' and Airmen's Home are eligible for burial at SAHNC. However, both of these Army national cemeteries are active cemeteries and will remain national shrines and living histories of freedom for generations to come. As a result, the Subcommittee should prioritize its efforts toward ANC but not to the exclusion of SAHNC.

Within this intent, the Subcommittee will address the following specific objectives:

- Assess the current eligibility requirements for interment and inurnment at ANC as they affect the available space and life of active burials. The Subcommittee will ensure that

the recommendation serves and protects the interests of all servicemembers and veterans, surviving family members and the American public.

- Review the existing designs of the Millennium Project to ensure that the selected option best advances the ANCP's efforts to achieve the ANCP vision.
- Examine how to optimize the newly acquired land that had been used as the Navy Annex, including for burials and any additional ANCP purposes.
- Examine what ANCP should focus on once its burial space is exhausted. This analysis should also help inform the design of the Navy Annex land.

The Subcommittee shall develop conclusions and recommendations on these matters, and any other matters the Subcommittee deems pertinent, to ensure that the Army national cemeteries remain places that our Nation can continue to honor our veterans and their families.

Methodology:

1. The Subcommittee will be conducted in compliance with the Federal Advisory Committee Act.
2. The Subcommittee's eligibility assessment should focus on whether the current eligibility policy is optimal for ANC, now and in the future. If U.S. military retirement policies change, the Subcommittee should assess how the new retirement standards could affect future eligibility policies for ANC.
3. The Subcommittee's review of the Millennium Project should focus on the qualitative and quantitative benefits of the options to best honor our veterans, their families and the Nation.
4. The Subcommittee's examination of the former Navy Annex property should consider indepth all possible means of burial (e.g., ground, niche, columbarium, mausoleum, etc.) and how ANCP can maximize its ability for future generations to honor, remember and explore this living history of freedom at ANC.
5. The Subcommittee's examination of ANC's focus after burials end should assess the policy implications and what the priorities should be for future ANCP leadership after burials are no longer occurring. This information will help inform current and future land use designs, investments, policies and procedures, including within the ongoing Master Plan and Navy Annex design.
6. The Subcommittee is authorized to access, consistent with law, U.S. Army documents, analysis and designs, which the Subcommittee deems necessary; and Department of Defense (DoD) personnel the Subcommittee determines necessary to complete its task.
7. The Subcommittee may conduct interviews as appropriate.

8. The Subcommittee may seek input from other sources with pertinent knowledge or experience as appropriate.

Deliverable:

The Subcommittee will complete its work and report to the ANCAC in a public meeting. As appropriate, the Subcommittee will also provide updates of its progress and planned future efforts to the ANCAC in a public meeting. Updates and reports will be included within the ANCAC reports submitted to the SecArmy and SecDef.

Subcommittee Membership:

1. Subcommittee membership, as appointed by the SecDef, includes members from the ANCAC with interest in extending the life of ANC and as recommended by one of the ANCAC Cochairs.

2. One member of the Subcommittee will be appointed as the Chair.

Support:

1. The ANCP will provide necessary communication, administrative and logistical support for the Subcommittee.

2. DoD will support the Subcommittee's work by making available DoD subject matter experts, analysis and documents required for the conduct of a thorough review and examination of the issues.

"Remember" Subcommittee
of the Army National Cemeteries Advisory Commission

TERMS OF REFERENCE

These terms of reference establish the Secretary of the Army's objectives, on behalf of the Secretary of Defense, for an independent subcommittee to provide recommendations on how the Army National Cemeteries Program (ANCP) can best maintain the Tomb of the Unknown Soldier Monument at Arlington National Cemetery (ANC). The three focuses of this Subcommittee are examining ways to repair the large marble sarcophagus sitting atop the Tomb of the World War I Unknown Soldier; recommending whether, and if so how, to repair or replace any of marble slabs for the other Unknown Soldiers and Missing in Action; and recommending how to proceed with the marble block sitting in Colorado that was gifted to the Army in 2003 as a replacement sarcophagus. At the Secretary of the Army's direction, the "Remember" Subcommittee has been established under the Army National Cemeteries Advisory Commission (ANCAC) to conduct this assessment.

Mission Statement: Accomplish an independent assessment of methods to maintain the Tomb of the Unknown Soldier Monument, including the cracks in the large marble sarcophagus, the adjacent marble slabs, and the potential replacement marble stone for the sarcophagus already gifted to the Army.

Issue Statement: Strategic decisions are required to address the cracks in various parts of the marble Tomb of the Unknown Soldier Monument and the marble slab presented as a gift to replace the Tomb's sarcophagus. In 2011 experts concluded that the stone was structurally sound. Still, the cracks are becoming deeper and wider with time and exposure to the elements. In addition, the marble slabs for the World War II and Korean Unknown Soldiers and the Vietnam Soldiers Missing In Action are in varying stages of discoloration and cracking. For instance, the World War II slab is more discolored, while the Korean slab has significant cracking that a U.S. Army Corps of Engineers official has publicly stated needed repair.

In 2003, the Secretary of the Army accepted as a gift from Mr. John Haines of a large marble block to replace the Tomb sarcophagus, which is still at the Colorado quarry. No definitive conclusion has been made as to whether the Haines block is a suitable replacement; it may be too small or also have small cracks that could become problematic in the future. The marble could also crack while being shipped to or stored at/near ANC. When the former ANC administration raised the possibility of replacing the Tomb sarcophagus, public reaction was fiercely against the idea. Congress also mandated that the former ANC administration had to submit a report on this matter before ANC could proceed with any decision to replace the stone. If the Army replaces the Tomb stone, the Army would also have to determine answers to such controversial questions of whether and where to dispose, preserve, store and/or display the historic memorial sarcophagus.

Background: The primary Tomb of the Unknown Soldier Monument consists of three pieces of marble, all resting above the actual World War I Soldier's tomb: the base; a large, ornately

inscribed solid marble sarcophagus in the middle (cracked); and a decorative cap that sits atop the large block. The fundamental question is: at what point do the Tomb's cracks become an integrity problem rather than aesthetics, and how much time until then? Cracks have been visible on the large marble sarcophagus resting above the World War I Soldier's tomb since at least the 1930s, not long after original placement, with repair work completed during the 1960s, 1990s and 2000s. While there has been speculation that these visible cracks could pose a threat to the sarcophagus' structural integrity, an analysis completed in 2011 concluded that the stone was still structurally sound.

The Tomb was last repaired in fall 2011 following a recent failed repair attempt. The Corps of Engineers and ANCP are hopeful that the new marble composite will hold much better, and will reevaluate the repairs in spring 2012. ANCP is also more carefully monitoring the Tomb, including how the Tomb monument is cleaned, to try to ensure that the stone is preserved for as long as possible.

Three main options for addressing the sarcophagus' cracks include:

- Maintain continual repairs to the cracks in the sarcophagus.
- Replace the sarcophagus as soon as a suitable replacement is created.
- Procure and store a suitable replacement for the sarcophagus, which will be used only at the time the repairs prove insufficient.

The previous ANC administration favored option 2 (replacement) or option 3 (store a replacement stone). A challenge with not pursuing these options is that there are very few U.S. quarries left from which marble of the same quality, type and size could be mined. ANCP has not yet examined the feasibility and advisability of using marble from an international quarry. Several failed attempts at mining a replacement stone occurred before an assumed successful stone was mined and accepted by the Army as a gift; the stone remains in Colorado. Mr. Haines has offered to pay for the transport of the marble to a destination for inscription and then to ANC. However, many in the public fiercely argued that until the stone slides off its base or cannot be repaired, ANC should not take any steps that might make replacement more likely, including relocating the gifted marble stone.

Objective and Scope: The Subcommittee will address the following specific objectives.

- Assess ANCP's current policy and practices of repairing the cracks in the large marble sarcophagus sitting atop the tomb of the World War I Unknown Soldier.
- Examine the issue of repairing versus replacing the adjacent marble Tomb slabs, including from structural, aesthetics, historical and memorial perspectives.
- Examine what the Army can and should do with the gifted marble stone that was intended to replace the Tomb sarcophagus.

The Subcommittee shall develop conclusions and recommendations on these matters, and any other matters the Subcommittee deems pertinent, to ensure that the Army national cemeteries remain places that our Nation can continue remembering our veterans and their families.

Methodology:

1. The Subcommittee will be conducted in compliance with the Federal Advisory Committee Act.

2. The Subcommittee's assessment of the sarcophagus should focus on whether the current policy and procedures for repairing and maintaining the sarcophagus are technologically and historically optimal for its preservation.

3. The Subcommittee's examination of the marble slabs for the Unknown Soldiers from World War II and Korea and Vietnam War-era Missing in Action should focus on the policy; technical, historical and memorial aspects; and implications of whether, and if so how, to repair or replace the marble slabs.

4. The Subcommittee's examination of the gifted marble stone should focus on the policy; technical, historical and memorial alternatives; and implications of what can and should be done with this stone.

5. The Subcommittee is authorized to access, consistent with law, U.S. Army documents and analysis, which the Subcommittee deems necessary; and Department of Defense (DoD) personnel who the Subcommittee determines necessary to complete its task.

6. The Subcommittee may conduct interviews as appropriate.

7. The Subcommittee may seek input from other sources with pertinent knowledge or experience as appropriate.

Deliverable:

The Subcommittee will complete its work and report to the ANCAC in a public meeting. As appropriate, the Subcommittee will also provide updates of its progress and planned future efforts to the ANCAC in a public meeting. Updates and reports will be included within the ANCAC reports submitted to the Secretary of the Army and Secretary of Defense.

Subcommittee Membership:

1. Subcommittee membership, as appointed by the Secretary of Defense, includes members from the ANCAC with interest in maintaining the Tomb of the Unknown Soldier Monument at ANC and as recommended by one of the ANCAC Cochairs.

2. One member of the Subcommittee will be appointed as the Chair.

Support:

1. ANCP will provide necessary communication, administrative and logistical support for the Subcommittee.

2. DoD will support the Subcommittee's work by making available DoD subject matter experts, analysis and documents required for the conduct of a thorough review and examination of the issues.

"Explore" Subcommittee
of the Army National Cemeteries Advisory Commission

TERMS OF REFERENCE

These terms of reference establish the Secretary of the Army's objectives, on behalf of the Secretary of Defense, for an independent subcommittee to provide recommendations on how the Army National Cemeteries Program (ANCP) can best capture and convey the history of the Army national cemeteries. The two primary focuses of this subcommittee are examining gravesite mementos left at Arlington National Cemetery (ANC) Section 60 and improving the quality of visitors' experiences now and for generations to come. At the Secretary of the Army's direction, the "Explore" Subcommittee has been established under the Army National Cemeteries Advisory Commission (ANCAC) to conduct this assessment.

Mission Statement: Accomplish an independent assessment of methods to address the issues dealing with capturing and conveying the Army national cemeteries' history, including examining ANC Section 60 gravesite mementos and improving the quality of visitors' experiences now and for generations to come.

Issue Statement: Strategic decisions are required to address the need for the ANCP to capture and convey the history of the Army national cemeteries, which is a living history of the Nation's freedom. Currently, the ANCP is lacking in capabilities and capacity to publicly share its 150 years of history at ANC and the Soldiers' and Airmen's Home National Cemetery (SAHNC). History is also made daily at ANC through burials, ceremonies and loved ones leaving gravesite mementos. The ANCP must also now look beyond the time when both cemeteries are active burial grounds. For generations to come, both cemeteries will remain national shrines conveying the history of our country and the powerful sacrifices made for it. The ANCP must develop ways to capture, preserve and convey this history now, so that future generations can know about the rich history of their ancestors and Nation's heroes.

Background: The U.S. Army Center of Military History (CMH) is eager to help ANCP with the historical aspects of the cemeteries' mission. It is already collecting and documenting the recent phenomenon in ANC Section 60, where family and friends leave mementos in tribute to our Nation's most recently killed in action. However, CMH is doing this as a pilot; the Army needs a policy defining how these mementos should be handled for the long term.

One critical policy aspect of these mementos deals with who owns (and can reclaim) the property left at ANC. CMH is not yet assessing items for accession as Army property, awaiting a policy decision by Army and Department of Defense (DoD) senior leaders. The U.S. Department of Veterans Affairs does assess property left at some of its memorials, although at notable administrative and financial cost. Some items to be assessed are simple decisions, such as a signal flag used at Round Top. However, at ANC CMH has collected items such as a high school football uniform, helmet, graduation program and stirring memorial note, which were not military-related but were so compelling that ANC would probably want to retain and display them. CMH has also had requests to return materials to loved ones and conduct database

queries; having a policy would help guide these efforts. For instance, one request for an item to be returned was not from the next of kin, making the request much less straightforward. .

In addition, CMH has begun initial efforts to help update and upgrade the antiquated displays at the ANC Visitors Center. ANCP continues improving its Web site, providing more user-friendly information to those coming for burials and visiting. ANCP is also working to improve visitor outreach, including soon fielding Web-based kiosks and smartphone applications that will allow visitors to get directions, schedules and additional information to help them more fully explore the cemeteries and those who are laid to rest there. However, many best practices and technology from the U.S. and international sources—including some currently in use at other cemeteries' interpretive centers—could help dramatically improve visitors' experiences and the history they learn from the cemeteries. Also, capturing history in an email generation offers challenges to both CMH and ANCP because long letters home and photographs are infrequent. Again, best practices and new approaches could help ANCP overcome some of these obstacles by implementing sustainable and feasible solutions, including from a resource perspective.

Objective and Scope: ANC is a prominent Washington, DC, area tourist attraction and ceremonial site that buries on average 27 to 30 people a day. Specific burial eligibility requirements are in place, but those laid to rest at ANC include veterans and family members from across the Army, Navy, Air Force, Marines and Coast Guard. SAHNC is much less visited and averages seven to eight funerals a year. Only those who have resided at the Soldiers' and Airmen's Home are eligible for burial at the SAHNC. However, both of these Army national cemeteries are active cemeteries and will remain national shrines and living histories of freedom for generations to come. As a result, the Subcommittee should prioritize its efforts toward ANC but not to the exclusion of SAHNC.

Within this intent, the Subcommittee will address the following specific objectives:

- Examine the ANC Section 60 gravesite mementos efforts to recommend a sustainable and feasible artifacts policy.

- Investigate what ANCP should focus on to improve the quality of visitors' experiences now and for generations to come, including through an interpretive center and technology.

The Subcommittee shall develop conclusions and recommendations on these matters, and any other matters the Subcommittee deems pertinent, to ensure that the Army national cemeteries remain places that the Nation can continue to explore its history through the experiences of our veterans and their families.

Methodology:

1. The Subcommittee will be conducted in compliance with the Federal Advisory Committee Act.

2. The Subcommittee's examination of Section 60 mementos should focus on what should be ANCP's long-term artifacts policy. The Subcommittee will ensure that their recommendation considers the historical, memorial, administrative and financial aspects of the proposed policy at the individual veteran and national level.

3. The Subcommittee's examination of the visitors' experiences should focus on ways that ANCP can better capture, preserve and convey the cemeteries' history. The Subcommittee should examine how CMH can best assist in this effort. The Subcommittee should also examine how best practices could be applied to the ANCP, including through an interpretive center and technology.

4. The Subcommittee is authorized to access, consistent with law, U.S. Army documents and analysis, which the Subcommittee deems necessary and DoD personnel the Subcommittee determines necessary to complete its task.

5. The Subcommittee may conduct interviews as appropriate.

6. The Subcommittee may seek input from other sources with pertinent knowledge or experience as appropriate.

Deliverable:

The Subcommittee will complete its work, including a recommended policy for the long-term handling of artifacts, and report to the ANCAC in a public meeting. As appropriate, the Subcommittee will also provide updates of its progress and planned future efforts to the ANCAC in a public meeting. Updates and reports will be included with the ANCAC reports submitted to the Secretary of the Army and Secretary of Defense.

Subcommittee Membership:

1. Subcommittee membership, as appointed by the Secretary of Defense, includes members from the ANCAC with interest in improving the quality of visitors' experiences now and for generations to come and as recommended by one of the ANCAC Cochairs.

2. One member of the Subcommittee will be appointed as the Chair.

Support:

1. ANCP will provide necessary communication, administrative and logistical support for the Subcommittee.

2. DoD will support the Subcommittee's work by making available DoD subject matter experts, analysis and documents required for the conduct of a thorough review and examination of the issues.