



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
U.S. ARMY MILITARY DISTRICT OF WASHINGTON
103 THIRD AVENUE
FORT LESLEY J. MCNAIR, DC 20319-5058

ANIG (20-1e)

25 July 1997

MEMORANDUM FOR DEPARTMENT OF THE ARMY INSPECTOR GENERAL AGENCY
ATTN: SAIG- AC (LTC EVANS), 1700 ARMY PENTAGON,
WASHINGTON, DC 20310-1700

SUBJECT: Report of Inquiry ([REDACTED])

1. This executive summary forwards the MDW Inspector General report of the organizational climate assessment of Arlington National Cemetery (ANC), conducted during November 1996 to July 1997 in response to an Inspector General Action Request initiated by Mr. [REDACTED], ANC. This report, with a proposed draft response to Senator Mikulski (Encl 1), is provided for DAIG use in responding to Congressional correspondence regarding this case.

2. Background.

a. On 31 May 1996, Mr. [REDACTED], Arlington National Cemetery, corresponded with the Commanding General, U.S. Army Military District of Washington in a letter dated 31 May 1996, Subj: Discrimination and Employee Morale at Arlington National Cemetery (Encl 2). [REDACTED] requested resolution to serious matters adversely affecting the morale of the employees within [REDACTED]'s division. As a result of Mr. [REDACTED] letter, the Commanding General directed that the MDW, Inspector General evaluate the organizational climate at Arlington National Cemetery.

b. On 24 September 1996, [REDACTED] corresponded with Maryland Senator Barbara A. Mikulski requesting her assistance in resolving a crisis of gross mismanagement and failed leadership at Arlington National Cemetery (Encl 3). Senator Mikulski's correspondence, dated 22 October 1996 to the Chief of Legislative Liaison, requested appropriate information be provided for responding to her constituent. Pending the completion of the Inspector General assessment at Arlington National Cemetery, an interim response was provided by the Office of Congressional Legislative Liaison to Senator Mikulski's office on 4 December 1996 (Encl 4).

3. Scope.

a. The MDW Inspector General command climate assessment was a "big picture" examination of the management operations, systems and procedures of ANC. The methodology included a review of historical records pertaining to ANC EEO evaluations, Inspector General,

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safety, and logistics inspections, and other documentary information. Division sensing sessions were conducted with the entire work force as well as individual interviews with key supervisory personnel. The concerns expressed by ██████████ in his correspondence to the Commanding General, MDW, and Senator Mikulski were either addressed in the command climate assessment or as separate issues. The conclusions in this report are based on a preponderance of the evidence available and not on "proof beyond reasonable doubt."

b. The assessment focused on the following specific areas of concern:

(1) Actions recommended to or taken by ANC to correct previous findings of deficiencies in **employee morale.**

(2) Actions recommended to or taken by ANC to correct previous findings of deficiencies in **pesticide and environmental management.**

(3) Actions recommended to or taken by ANC to correct previous findings of deficiencies in the **communications flow between employees and levels of management.**

(4) Actions recommended to or taken by ANC to correct previous findings of deficiencies in its **motor pool operations.**

(5) Actions recommended to or taken by ANC to correct previous findings of deficiencies in its **safety program.**

(6) Actions recommended to or taken by ANC to correct previous findings of deficiencies in its **property accountability.**

(7) Actions recommended to or taken by ANC to correct previous findings of deficiencies in respect to **perceived discrimination.**

(8) Actions recommended to or taken by ANC to correct previous findings of deficiencies in the **working relationship between the Superintendent and the Deputy Superintendent.**

(9) Actions recommended to or taken by ANC to correct previous findings of deficiencies in the **awards program.**

(10) Other issues and new reported allegations not previously identified.

4. Summary of issues and allegations.

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regards to Federal, State, and local environmental laws. ANC is presently in violation of several U.S. Codes. ANC management faces the possibility of personal monetary liability and embarrassment because they have failed to correct or project corrective actions for all Class I ECAS deficiencies. The US Army, ASA(CW), and MDW, face possible significant embarrassment and possible monetary liability for failure to maintain adequate oversight of corrective actions. Some progress has been made recently to correct minor deficiencies. However, ANC has placed its workers for years in an unhealthy work environment. The unhealthy conditions at the pesticide storage areas, old paint shop (still being used), and the carpenter shop are examples of ANC's failure to care for its workforce since being notified of violations in 1992. There are two root causes for these results. First, there is a general lack of environmental training at multiple levels within ANC. The current environmental coordinator has that responsibility as an additional duty. His primary duty is that of ANC's engineer. ANC has not requested assistance from MDW, or the Fort Myer Military Community although both organizations have dedicated and trained environmental coordinators. Secondly, ANC's management has failed to realize the seriousness of the findings and take corrective actions.

(3) **Finding.** That ANC presently has a number of fineable ECAS violations and unhealthy working conditions is **substantiated**. ANC has not been provided adequate resources to correct many of the violations, and many violations which require little or no expense to correct, have not been corrected. The Superintendent was provided a matrix of outstanding violations found by MDW IG inspectors. Reported corrective actions have not been verified by the MDW IG Office.

c. Actions taken by ANC to correct previous findings of deficiencies in the **communication flow between employees and levels of management**

(1) **Discussion.** Throughout the 1992 EEO inquiry, a repeated theme was the need for improved vertical and horizontal communication. The 1992 IG inquiry indicated significant communication problems within ANC. The chain of command is not used by subordinates because they do not have confidence that leaders will listen to their concerns or take corrective action if a problem is surfaced. The informal communication network is a conduit for widespread rumors and misinformation.

(2) **Evaluation.** The discussions during group sensing sessions with employees, management interviews, and a written command climate assessment administered to selected division chiefs indicate that communications within ANC have not improved since 1992. Issues raised included lack of information on internal policies, conflicting guidance from various levels of leadership within ANC, lack of timeliness on job vacancy announcements, lack of feedback on previous issues never resolved, lack of feedback on civilian reduction issues, little or no interaction during TAPES counseling/performance rating sessions, and internal decisions made

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(2) **Evaluation.** ANC does have a safety program, but that program is inadequate. Safety is not ingrained as an organizational priority. The safety officer is trained in his responsibilities; maintains the proper records; files the necessary reports with proper organizations; and ensures the organization conducts the necessary safety meetings. Unfortunately, the safety program is only perfunctory in nature and many employees work in unsafe or unhealthy conditions.

(3) **Finding.** That the safety program at ANC is inadequate and many employees work in unsafe or unhealthy conditions is **substantiated**. Our conclusion is that the safety officer is charged to ensure the safety program is carried out by the division chiefs, however, he receives minimal support from the Superintendent and the Deputy. The MDW IG inspectors concurred with Mr. Metzler's assessment that ANC has one of the better *documented* programs within the command. Improvements have been made since the September through December 1996 period, however, the problems remain in the inconsistency of corrective actions, follow-on inspections, and daily management emphasis.

f. Actions taken by ANC to correct previous findings of deficiencies in its property accountability.

(1) **Discussion.** According to the 1992 IG inquiry report, there were several allegations of poor supply management. However, those allegations were **not substantiated**. In July 1993, several deficiencies in property accountability procedures were noted during an MDW IG inquiry into allegations of fraud, waste, and abuse. That inquiry made nine recommendations. During the March 1995 MDW Staff Inspection 80 areas were inspected by DCSLOG. Twenty-two areas were determined to need improvement. Nine areas were determined to be unsatisfactory. Forty-nine areas met standards.

(2) **Evaluation.** Our assessment concluded that the leadership within ANC has continued a pattern of failure to enforce supply accountability procedures. ANC's program is inadequate in the area of supply management and discipline. The PBO has an enormous backlog of adjustments and filing to be accomplished. Supply accountability files are backed up from 1994. Previous efforts to make substantive changes to ANC's governing logistic regulation were not successful. Significant and lasting logistics improvements will occur only when systemic problems in communication, coordination and chain-of-command authority within ANC are corrected. Prudent and consistent implementation of common sense SOPs and improved ANC internal cooperation, control, and coordination will correct logistics issues.

(3) **Finding.** That the PBO operations at ANC are not IAW DA PAM 290-5, Chapter 6, Administration, Operations, and Maintenance of Army Cemeteries is **substantiated**.

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g. Actions taken by ANC to correct previous findings of deficiencies in respect to perceived discrimination.

(1) **Discussion.** The 1992 EEO inquiry revealed a perception of disparate treatment by black employees at ANC. Over one-third of the employees felt they were not treated fairly most of the time. The 1992 IG Inquiry reported workers' claims of racial unrest or prejudice could not be **substantiated**. During the 1995 MDW Staff Inspection, MDW EEO office evaluated four areas. Three areas were graded "needs improvement" and one area was rated as "met standard". The key issue addressed in the 1995 staff inspection was improving internal communications to disseminate EEO policy and evaluation of management EEO performance.

(2) **Evaluation.** Our evaluation did not involve an in depth review of the EEO program at ANC. We did not crosswalk any of the 1995, MDW EEO findings. In the sensing sessions with non-supervisory employees, most groups did not feel discriminated against. However, we did find inappropriate attitudes and behaviors that are demonstrated by both white and black employees. As previously noted, ineffective communications flow still appears to be a major contributor to these problems. Employees perceive discrimination, when in fact it may be a "consideration of others" issue. There has been no "consideration of others" training at ANC.

(3) **Findings.** That discriminatory practices exist at ANC is **neither refuted nor substantiated**. There is a lack of "consideration for others" in the Superintendent's autocratic management style of ANC. An additional root cause for this issue is that ANC has not executed the MDW CG's Consideration of Others Program.

h. Actions taken by ANC to correct previous findings of deficiencies in the working relationship between the superintendent and the deputy superintendent.

(1) **Discussion.** The 1992 EEO inquiry at ANC concluded that there existed a perception among the ANC workforce of friction between the Superintendent and his Deputy. The 1992 IG inquiry determined that the single most disruptive factor in the ANC organization was the rift that existed between the Superintendent and the Deputy. In counseling provided to the Superintendent and Deputy, by MG Streeter, former MDW Commander, specifically noted the dysfunctional relationship between the Superintendent and the Deputy which created a less-than-desirable working environment and contributed significantly to a decline in morale and in the operating efficiency of the cemetery.

(2) **Evaluation.** Most employees and supervisory personnel perceive that friction between the Superintendent and the Deputy is not as obvious as it used to be, but is still disruptive to daily operations. The prevailing opinions during interviews and sensing sessions were that their cooperation is more of show than of substance. Many employees were of the impression that the

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Deputy has minimal control of internal ANC operations and that his directions are often changed by the Superintendent.

(3) **Finding.** It is our opinion that dissension and discord still exist between the Superintendent and Deputy. Though not as overt as 1992, nevertheless it has a significant impact on the overall efficiency of the day-to-day operation of ANC. In our opinion, the split between the two will never be resolved as long as they both occupy their current positions.

i. Actions recommended to or taken by ANC to correct previous findings of deficiencies in the awards program.

(1) **Discussion.** The 1992 EEO Inquiry concluded that employees, primarily wage grade workers, felt unappreciated and would prefer to have their contributions recognized publicly. EEO recommended employee recognition at periodic award ceremonies and an increase in monetary amounts available for awards. The 1992 IG inquiry of ANC provided information to the Superintendent that some people had not received awards at the cemetery after having worked there for over 20 years.

(2) **Evaluation.** During 1991 through 1995, the Superintendent attempted to develop a viable and realistic awards program. However, administration of the performance monetary awards program during 1996 caused employee disaffection. Contributing factors included a six month period that ANC operated on a continuing resolution, rather than an approved budget. When a budget was approved, the ANC Superintendent approved limited awards that gave the impression to the majority of the ANC workforce that significant monetary awards were unfairly distributed and hoarded within the leadership. Although money was available for awards; it was not discovered until after an Anti-Deficiency Act investigation in Oct 1996. This issue was brought out in all sensing sessions of lower grade employees and division chiefs, and is a contributing factor to low employee morale.

(3) **Finding.** The employee complaint that ANC monetary performance awards are unfairly distributed and not in sufficient quantities or amounts to lower grade employees is **neither substantiated nor refuted**. IG inspectors determined that problems with the 1996 monetary awards program were isolated and caused by a lack of ability to forecast cash awards as in previous years. The superintendent did fail to understand the perceptions his workforce would have when he awarded his own staff with significant cash awards and QSIs to primarily division chiefs. He failed to fully communicate his motives and intent or to publicize the annual monetary cash awards program to his workforce. This oversight contributed to the perception of inequality and lack of monetary performance awards among the lower grade employees. The superintendent should ensure his incentive awards program is well planned, articulated, and the same totals are briefed to the entire workforce in 1997.

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j. Other issues and new reported allegations not previously identified.

(1) During our assessment we received an anonymous allegation that the Superintendent of ANC was receiving commissary privileges and possibly held an unauthorized government identification card. This allegation was **not substantiated**. The Superintendent is a retired reservist and receives appropriate benefits within that status category.

(2) During the motor pool maintenance crosswalk it was alleged that the Superintendent and Chief, Field Operations Division improperly use their assigned government vehicles for domicile to duty, and the Superintendent improperly used an ANC pickup truck assigned to the Vehicle and Equipment Repair Division for personal use. Both actions constitute violations of Title 31, US Code, Section 1344 (b)(2); Title 31, US Code, Section 1349 (b)(reference [d]), DoD Directive 4715.7, and MDW Memorandum, SUBJECT: Prohibition Against the Use of Government Vehicles for Non-Official Purposes, dated 25 March 1993. The allegation that the Superintendent improperly used his government vehicle for domicile to duty purposes in violation of the above US Codes, DoD Directive and MDW policy is **neither substantiated nor refuted**. The allegation that the Chief, Field Operations Division, used his government vehicle for domicile to duty in violation of the above US Codes, DoD Directive and MDW and ANC policy is **substantiated**. The allegation that the Superintendent improperly used a government pick-up truck for personal use in violation of the same US Codes, DoD Directives, and MDW and ANC policies is **substantiated**. ANC domicile to duty transport was conducted under incomplete guidance provided earlier by the former MDW SJA staff. The CG, MDW has directed that domicile to duty transportation cease immediately. New guidance regarding the use of government transportation is being established.

(4) We received a telephonic anonymous allegation that the Superintendent of ANC was improperly involved in inappropriate business activities with Services Corporation International (SCI), a major national funeral industry leader, and that the Superintendent is a shareholder. It was alleged that the Superintendent had improperly received several free flights to the corporation's headquarters and that the Superintendent gives favorable treatment to SCI local affiliates. These allegations were **neither refuted nor substantiated** during this inquiry because this matter was not within the approved scope of the assessment. The Superintendent has completed the required SF 450. The CG, MDW has directed that other agencies be appointed to conduct a follow-up inquiry into these allegations.

(5) During one of our interviews, unequal treatment and mismanagement concerning overtime for one employee was alleged. The employee was paid an approximate cumulative total of \$18,567.14 in overtime from June 1994 through November 1996 in violation of AR 570-4, Para 5-5c(1), Manpower Management. The allegation of mismanagement in the payment and scheduling of overtime is **substantiated**. This was a repeat concern from the 1992 assessment,

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but of much greater duration and monetary amount. The Superintendent failed to ensure reasonable advance approval of hours, supervision, documentation of work accomplished, and attempts to rotate work requirements. This work was continually authorized when overtime work requests for other employees were canceled or not considered, thus providing a continuous benefit for only one employee.

(6) The allegation that Mr. Thurman Higginbotham, ANC Deputy Superintendent, improperly used his authority to remove a handicap parking space for his own private use in violation of the Americans with Disabilities Act Accessibility Guidelines (ADAAG) is **substantiated**. An outdated ADAAG was misinterpreted and improper guidance followed. That situation has been corrected. ANC has reallocated additional handicap parking spaces and handicap parking now exceeds mandatory regulatory requirements.

(7) An additional allegation that ANC management personnel were improperly failing to forward Reports of Traumatic Injury (CA-1) to the Office of Worker's Compensation Programs (OWCP) in violation of 5 USC 8101 is **not substantiated**. All appropriate documentation was found within the OWCP. The case number and procedures for appropriate follow-on actions were provided to the complainant.

(8) An allegation that ANC had improperly over-obligated \$167,615.75 in violation of the Anti-Deficiency Act is **not substantiated**. MDW DCSRM determined that ANC was not in violation of the Anti-Deficiency Act, but had serious inadequacies in record keeping and transaction posting practices. Actions have been taken by MDW and ASA(CW) to transfer ANC budget execution functions to MDW DCSRM for additional oversight.

5. Overall Evaluation.

(a) ANC provides an excellent service to the public in providing dignified memorial and funeral services. However, ANC's internal support operations and procedures require corrective actions.

(b) There continues to exist at ANC a pattern of mismanagement, low employee morale, unsafe and unhealthy working conditions, violations of environmental U.S. Codes which have potential for serious embarrassment and cost to this command.

(c) There are no vision or mission statements, goals, values or guiding principles that have been articulated to the employees so that the organization functions as a team. It is an IG opinion that Mr. Metzler is unwilling to change his autocratic leadership style even though the rest of his leadership team desires more empowerment and unified direction. Mr. Metzler faces a major challenge in regaining the support of the ANC staff.

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(d) Inadequate oversight by MDW contributed to many of the problems facing ANC. General Order No. 25, established responsibility for the administration, operation, and maintenance of ANC to MDW, but ANC remained under the jurisdiction of the Department of the Army as a civil works activity. The specific oversight responsibilities for ANC has never been clearly defined since the publication of General Order 25. Consequently, ANC has been allowed to operate in an "untouchable" status within the local environment and to remain "exempt" from many Army regulations. Actions will be taken to clarify General Order #25 and bring ANC into better regulatory compliance.

(e) ANC employees are frustrated because many of their concerns have been reported in the past to the proper authorities, including their supervisors, but actions taken have been insufficient to correct the deficiencies. Employees are frustrated because they do not receive feedback on their concerns. Our opinion is that Mr. Metzler has been able to "wait out" changes in military leadership, and that the command has not taken appropriate actions to ensure that he corrects problems within ANC.

(f) An additional complaint registered by [REDACTED] was that the Superintendent denied upgrades for four positions within the Horticulture Division which were recommended for upgrade by a desk audit of ANC positions conducted by CPD in Jan-Mar 1993. Mr. Dihle originally stated that all positions recommended for upgrade in other divisions were upgraded, and that no Horticulture Division personnel were upgraded. Examination of this issue by the MDW IG revealed that management decisions to upgrade positions recommended by the desk audit were made based on an assessment of the positions and available funding. Some, but not all, positions in other divisions were upgraded. Of five Horticulture Division positions originally recommended for upgrade, one was upgraded. This issue was discussed and explained to Mr. Dihle by a member of the MDW IG office. Mr. Dihle's greatest concern was that the Superintendent's decisions were made without allowing the division chief to advocate his recommendation prior to a decision. This decision-making method is endemic and remains a point of frustration expressed by most division chiefs.

(g) In his letter to Senator Mikulski, [REDACTED] also reported that the Superintendent maintained poor working relationships with civilian organizations and exhibited inappropriate behavior toward organization representatives involved with the planning and execution of major ceremonies. The IG assessment was unable to establish any pattern of inappropriate behavior as reported. In fact, the overwhelming evidence of letters and notes from external organizations indicate that the Superintendent and ANC does an outstanding job in providing appropriate support to those organizations and private citizens. Our assessment revealed isolated incidents where some organizations requested support that was either inappropriate or beyond the normal capabilities of ANC to provide. In those few cases, the manner of the response may have been

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perceived as abrasive or curt. Such a style is not inconsistent with the personality of the Superintendent. In at least one case, the requesting individual came to the MDW IG for redress and reconsideration of their support request. Our response was essentially the same as that of ANC, however, the manner of our written response was well received by the requester. Institution of the MDW CG's Consideration for Others training program may help to preclude isolated incidents of this type in the future. It should be stressed, however, that the working relationships between the ANC Superintendent and most external organizations is overwhelmingly positive.

6. Command actions.

a. CG, MDW has given the MDW chief of staff responsibility for oversight of the long-term corrective action process for 57 approved recommendations contained in the assessment report. Additional issues and recommendations for corrective action will be presented by the ANC staff during monthly in-progress previews (IPR). All ANC division chiefs, including ██████████, are and will continue to be prominent players in the IPR process, which will continue until all issues and approved corrective actions have been addressed and completed. The MDW IG will continue to monitor this process throughout.

b. On 17 Apr 97, Mr. Metzler was briefed on the MDW IG findings of the Organizational Assessment at Arlington National Cemetery (ANC). The IG final report incorporates and accounts for information provided by the Superintendent in two memoranda rebutting the IG assessment findings.

c. On 1 July 1997, CG, MDW personally counseled the ANC Superintendent and Deputy Superintendent on the issues of leadership, management, cohesion, and loyalty, and provided pointed guidance regarding his intent for corrective action in each area addressed by the assessment.

d. On 2 July 1997, CG MDW briefed the ANC staff (division chiefs and above) and provided each with appropriate portions of the assessment report for corrective action. All instructions regarding control and dissemination of IG report documents were observed. Section 10 of the report addressing alleged improprieties on the part of key individuals was not released. MG Foley also outlined his intended approach for a monthly IPR to work the issues and monitor corrective actions. This briefing included the MDW staff principals, who have been designated to support ANC in this effort.

e. On 15 July 1997, CG, MDW chaired a follow-on "sensing session" with ANC senior leadership and division chiefs to address the division chiefs' concerns for redress of issues

