



DEPARTMENT OF THE ARMY  
OFFICE OF THE INSPECTOR GENERAL  
1700 ARMY PENTAGON  
WASHINGTON DC 20310-1700

SAIG-ZA

JUN 09 2010

MEMORANDUM FOR SECRETARY OF THE ARMY

SUBJECT: Department of the Army Inspector General Agency, Inspections Division,  
Inspection Results for Arlington National Cemetery (ANC) Assessment, February 2010

1. The U.S. Army Inspector General Agency conducted an inspection of the ANC from 17 August 2009 to 28 January 2010. The Secretary of the Army directed the inspection on 17 August with three objectives; the directive was amended on 12 November to include two additional objectives.

2. Summary of Inspection Results: Arlington National Cemetery is unique among national cemeteries in the scope of its mission and visibility of its operations. Our findings and recommendations for this inspection are based on interviews with over 100 military members, civilian government employees, and other individuals involved with cemetery operations. The inspection team compared operations at the two Army National Cemeteries, consisting of ANC and the Soldiers' and Airmen's Home National Cemetery (a subordinate cemetery of ANC), with standard and best business practices found at cemeteries managed by the Department of Veterans Affairs, National Park Service, American Battle Monuments Commission (ABMC), and other Army installations. Inspectors also visited two private cemeteries for additional points of reference. The inspection team determined that, while the staff is dedicated to accomplish the cemetery's three primary tasks of funerals, ceremonies and tourism support, there are issues that the Army must address to improve the effectiveness of operations at ANC. There are 76 findings and 101 recommendations which are summarized below and further discussed in the inspection report. Some findings are repeat deficiencies from a 1997 Military District of Washington IG inspection of ANC.

a. Inspection Objective One (Assess policy and procedures for operation of Arlington National Cemetery). The inspectors noted that all governing documents concerning operations at ANC are outdated and the cemetery has codified very few aspects of daily operations. Inspectors also looked specifically at existing policies concerning the overall supervision of the cemetery (General Order 13, Army National Cemeteries), commemorative items/mementos and funeral honors; each of these policies must be updated to reflect current needs and trends. Updating and codifying processes and procedures will make ANC more effective.

b. Inspection Objective Two (Assess management, administration and coordination processes as well as training of personnel involved with operation of ANC). The major

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SAIG-ZA

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issues associated with this objective are that resourcing for the cemetery does not appear to match requirements, in terms of being able to fund upgrades and improvements and potentially meet personnel requirements for an increased mission. Training and information technology programs do not enable performance improvements or efficiencies. In addition, the IG team discovered an unhealthy work environment while assessing the management effectiveness of the cemetery. Employees report that they get job satisfaction through helping veterans and Families; but they do not enjoy the organizational climate promoted by cemetery leadership.

c. Inspection Objective Three (Assess the effectiveness, coordination, and synergy of command and leadership structures and other entities involved in the operation of ANC and attendant activities). The most significant findings identified by the team were within this objective. As the team compared the Army's management structure for ANC to other government agencies that manage national cemeteries, it found that the Army lacks a single operational or strategic level organization that has responsibility and accountability for the future direction of ANC. In addition to handling its day-to-day "tactical" level challenges, ANC interacts with many different "bosses" within the Army structure, as well as with the Congress, to conduct long term planning and visioning. The team also found that there are no formalized programs to assess operations at ANC. They are not part of a formal organizational inspection program (OIP). Additionally, funding for ANC and the Soldier's and Airmen's Cemetery is appropriated by the Military Construction Veterans Affairs Committees (under Cemeteries Expense-Army). The ANC budget is "no year money", which limits the Army from shifting resources (money and personnel) to assist both cemeteries. The Army should identify an appropriate command structure for ANC, explore legislative options for funding the cemeteries, and periodically inspect operations.

d. Inspection Objective Four (Assess ANC's compliance with Army information assurance (IA) requirements). The inspection of ANC's information assurance program revealed that inadequate workforce training on information assurance combined with a lack of properly trained information management personnel and staff oversight undermines the ability of the cemetery to achieve regulatory compliance. ANC is not in compliance in all 12 IA areas inspected. ANC's Information Assurance Manager (IAM) position is currently vacant and the Information Technology Specialist position is graded as GS-11, low by National Capital Region standards, making it very difficult to hire and retain a skilled individual. Additionally, the existing system administrators are contractors and are not familiar with Army and Department of Defense IA regulations and policies. The detailed results of the IA inspection are in Tab E of the inspection report.

e. Inspection Objective Five (Assess contracting procedures at ANC). The inspection team found that procurements for ANC are not in compliance with applicable Federal, Defense, and Army acquisition regulations. ANC has not developed an acquisition strategy or Information Technology plan. Untrained and unqualified personnel are

SAIG-ZA

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developing requirements and providing contract oversight with no internal or external oversight. A summary of the contracting challenges at ANC is found at Tab B, paragraph 5 of the inspection report. Issues pertaining to oversight of ANC contracts, and related recommendations, are found at Tab D. The complete compliance report with associated recommendations that would help ANC resolve its procurement processes are found at Tab F.

3. Other Matters: The inspection team found two matters that did not specifically fall within the scope of an assessment of ANC, but are appropriate for discussion in this report. First, the Army does not have one entity responsible for the management of all Army cemeteries. The Army is responsible for ANC, the Soldiers' and Airmen's Home National Cemetery, 28 post cemeteries, and three Army-managed plots on civilian cemeteries (not including installation cemeteries affected by Base Realignment and Closure (BRAC)). This leads to different levels of maintenance, oversight, and control of those cemeteries. The team received a report that some Families have complained about the poor maintenance of former Army post cemeteries affected by BRAC. Second, the assessment of contracting at ANC identified some possible systemic issues in the agencies responsible for contract preparation and oversight (the US Army Corps of Engineers and the Contracting Center of Excellence).

4. Key Recommendations:

a. Assign one Army organization/activity the authority, responsibility, and accountability for Arlington National Cemetery; codify this command structure in a new GO that replaces GO 13. ~~Based on the character of the issues, I recommend the Assistant Chief of Staff, Installation Management/Installation Management Command be assigned this responsibility as this would provide synergy of effort and oversight from the full Department of the Army staff.~~ *QW*

b. ~~Assign Commander, Military District of Washington command and control of Arlington National Cemetery in coordination with Installation Management Command.~~ *QW*

c. Direct a manpower survey, to include a desk audit of position descriptions, to document necessary structure and manpower authorizations and grades for ANC.

d. Direct Army Chief Information Officer/G6 to review, evaluate and provide recommendations for Arlington National Cemetery and Soldiers' and Airmen's Home National Cemetery's current and future information technology plans for cemetery management and maintenance of servers and IT data storage.

e. Direct the <sup>ASA AIT</sup> ~~Army Audit Agency~~ to conduct ~~a full audit/review~~ of the US Army Corps of Engineers construction contracts for ANC. *QW*

SAIG-ZA

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f. ~~Direct the Assistant Chief of Staff, Installation Management, in coordination with~~ the Assistant Secretary of the Army for Acquisition, Logistics and Technology (if 4a is approved), to conduct a review of Arlington National Cemetery contracting procedures and actions and to provide appropriate training and systems to ensure the Cemetery has the capabilities required to perform its three primary tasks of funerals, ceremonies, and tourism support. *JKH 4/16/10*

g. Consider establishing a senior working group to study and recommend longer term options for executing operations at Arlington National Cemetery and broaden that review to include operations of the Soldiers' and Airmen's Home National Cemetery and Army post cemeteries.

5. Follow-up. The deficiencies enclosed in this report will be entered into the USAIGA Corrective Action Oversight System. Designated responsible entities will provide monthly status updates. I recommend the Inspector General Agency conduct an interim review in six months from approval of this report with a full follow-up inspection in 12 months to determine the effectiveness of cemetery operations subsequent to implementation of the recommendations in the report.

*R. Steven Whitcomb*  
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LTG, USA  
The Inspector General

**Tabs**

- B Objective 1 (Policies and Procedures)
- C Objective 2 (Management, Administration & Training)
- D Objective 3 (Command & Leadership Structures)
- E Objective 4 (Information Assurance Compliance)
- F Objective 5 (Contracting Compliance)
- G Other Matters (Inspection of Soldiers' and Airmen's Home National Cemetery)
- H Other Matters (Army Post Cemeteries & Contracting Oversight)

CF:  
UNDER SECRETARY OF THE ARMY  
CHIEF OF STAFF, ARMY  
VICE CHIEF OF STAFF, ARMY

APPROVED \_\_\_\_\_  
DISAPPROVED \_\_\_\_\_  
SEE ME \_\_\_\_\_

*JKH 4/16/10 as modified by Str. Keatts =*