

RECORD VERSION

STATEMENT BY

MS. CLAUDIA L. TORNBLOM

DEPUTY ASSISTANT SECRETARY OF THE ARMY  
(MANAGEMENT AND BUDGET)  
OFFICE OF THE ASSISTANT SECRETARY OF THE ARMY (CIVIL WORKS)

BEFORE

SUBCOMMITTEE ON CONTRACTING OVERSIGHT  
COMMITTEE ON HOMELAND SECURITY AND GOVERNMENT AFFAIRS  
UNITED STATES SENATE

ON

MISMANAGEMENT OF CONTRACTS AT ARLINGTON NATIONAL CEMETERY  
SECOND SESSION, 111<sup>TH</sup> CONGRESS

JULY 29, 2010

NOT FOR PUBLICATION  
UNTIL RELEASED BY THE  
COMMITTEE ON HOMELAND SECURITY AND GOVERNMENT AFFAIRS

Madam Chair, Members of the Subcommittee, I appreciate the opportunity to appear today to testify on matters related to the management of Arlington National Cemetery.

## **INTRODUCTION**

I am Claudia Tornblom, Deputy Assistant Secretary of the Army (Management and Budget) in the Office of the Assistant Secretary of the Army (Civil Works). I have held this position since April of 2000, and I served as Acting Deputy from the retirement of my predecessor at the end of 1997.

### **SECRETARIAT OVERSIGHT OF ARLINGTON NATIONAL CEMETERY**

Under law and Army General Orders, the Assistant Secretary of the Army (Civil Works) is responsible for policy oversight and supervision of all aspects of the Army Corps of Engineers Civil Works program. In addition, from 1975 until June 10, 2010 the Assistant Secretary also was responsible for oversight of the program and budget for the Army Cemeterial Expenses program, which includes Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery.

On June 8, 2010 the Army Inspector General completed a thorough inspection of operations at Arlington National Cemetery. One of the important findings of that report was that oversight of the Cemetery was fragmented and that authority, responsibility, and accountability should be consolidated under one office or activity. On June 10, the Secretary of the Army consolidated oversight of the Cemetery under the new Executive Director of the Army National Cemeteries Program, Ms. Kathryn Condon, who reports directly to the Secretary. The Secretary also is establishing an Army National Cemeteries Advisory Commission, which will regularly review policies and procedures and provide additional guidance and support.

In my role as the Civil Works Deputy Assistant Secretary (Management and Budget), I advised the Assistant Secretary on the general policy framework that guides the formulation, defense and execution of the Cemetery's annual budget and program. This included analyzing and implementing policy guidance from the Secretary, the Executive Office of the President, and Congress. This guidance and decisions regarding the annual Army Cemeterial Expenses budget established the standards of service to be maintained by the Cemetery. Day-to-day operational responsibility rested with the Cemetery. In this regard, the Assistant Secretary's role in overseeing the Cemetery was parallel to the Assistant Secretary's oversight of the Corps of Engineers Civil Works program.

In carrying out my policy role, I coordinated regularly with the Cemetery's senior staff and advised the Assistant Secretary regarding both the development and defense of the President's Budget for Army Cemeterial Expenses and the implementation of the program ultimately appropriated by Congress. I helped to prepare the Assistant Secretary to testify before Congress in defense of the budget, developed the Army position on proposals to place memorials and monuments at the Cemetery, and handled other matters as they arose.

In recent years I also participated with the Superintendent of the Cemetery in periodic reviews of progress by the Army Corps of Engineers' Baltimore District in carrying out assigned planning, design and construction activities under reimbursable arrangements with the Cemetery, pursuant to the Economy in Government Act.

A priority of the Assistant Secretary's office over the last decade has been to advocate for the Cemetery to receive sufficient resources to carry out Army and Administration policies for the Cemetery, to improve service to the families of the deceased and the millions of people who visit the Cemetery every year, to expand burial capacity to keep the Cemetery available for burials as far into the future as possible, and to maintain the grounds and facilities at the Cemetery at a high standard of appearance and reliability.

## **THE ARMY CEMETERIAL EXPENSES BUDGET**

Historically, the Army Cemeterial Expenses budget has been formulated, defended and executed separately from the Army's military budget and program. Each year, the Office of Management and Budget provides Cemeterial Expenses budget planning targets and workforce ceilings that are entirely separate from those provided for the rest of the Army. This long-standing separation developed because, similar to the Corps of Engineers water resources program, Congress provides appropriations for the Cemetery outside the Defense Appropriations Subcommittees. Prior to appropriations for Fiscal Year (FY) 2006, funding was provided in the Veterans Affairs, and Housing and Urban Development, and Independent Agencies Appropriations Act. After the Appropriations Committees of Congress reorganized their subcommittees, funding for FY 2006 and 2007, was provided in the Military Quality of Life and Veterans Affairs, and Related Agencies Appropriations Act. Appropriations now are provided as a separate account within the Military Construction, Veterans Affairs and Related Agencies Appropriations Act.

The President's Budget for FY 2011 is \$38,100,000, part of which supports an increase in the Cemetery's Federal workforce to 109 fulltime equivalent workyears, which will give the Cemetery a third burial crew, plus four additional administrative staff assistants. This workforce increase is generally consistent with the recent recommendations of the Army Inspector General, and is subject to any adjustments deemed necessary by the new Executive Director of the Army National Cemeteries Program.

Over the past decade, a number of significant projects to provide expanded in-ground burial and columbarium capacity have been completed or funded for implementation in whole or in part. These projects were part of the Cemetery's 1998 Master Plan and include Project 90 land expansion along Route 110, Columbarium Phases IV-A, IV-B and V, utility relocations, the Millennium Project land expansion. Projects also were undertaken to enhance the appearance of the grounds and headstones.

The FY 2010 and 2011 programs include funding for a new master plan to consider the

future of the Cemetery. This effort will be led by the new Executive Director of the Army National Cemeteries Program, with input from the new Army National Cemeteries Advisory Commission.

### **TOTAL CEMETERY MANAGEMENT SYSTEM**

One of the projects in the Cemetery's Ten Year Capital Investment Plan was the Total Cemetery Management System (TCMS). In the President's FY 2000 budget, \$200,000 was included to begin developing a comprehensive automation plan for the Cemetery. Over the next several years, a number of business reviews were conducted to determine the cost and feasibility of undertaking an automation initiative. The analyses resulted in an Information Management Strategy that was presented in a briefing to the Office of Management and Budget in May of 2003. The vision was to use information technology to provide accurate, timely, and meaningful information that would enhance not only the Cemetery's business processes, but also the experience of families, visitors, and operations staff. This Information Management Strategy led to the TCMS concept. TCMS was developmental in nature and was distinguished from the normal Information Technology (IT) Infrastructure, Office Automation, and Telecommunications activities.

The TCMS concept was further refined in the development of Exhibit 300 and Exhibit 53 reports that were required by OMB for budget justification purposes and as part of the "e-Gov" management initiative. These exhibits were prepared for the 2006 and 2007 budget years and submitted to OMB in September 2004 and September 2005, respectively.

The goal of TCMS was to automate access to burial records and provide gravesite locations; to support project and financial management; to aid in the management of supplies, equipment, and other administrative services; and to enhance the experience of the public – both those visiting the Cemetery and those seeking information online. A critical part of this program was to be a full review of burial records and maps and correction of inconsistencies through a process called "triple validation".

The Army has provided three reports to Congress on the Cemetery's automation plan. On April 1, 2005, in response to the Conference Report (House Report 108-792) accompanying the FY 2005 appropriations act, the Assistant Secretary transmitted the Army's first overall plan for automation of the Cemetery to the Chairmen of the House and Senate Appropriations Subcommittees.

On February 5, 2007, as requested in the Conference Report (House Report 109-305) accompanying the FY 2006 appropriations act, the Assistant Secretary transmitted an updated automation plan to the Chairmen of the House and Senate Appropriations Subcommittees. This report noted that there were discrepancies in burial records. Identifying and rectifying the discrepancies was a critical part of TCMS.

On February 25, 2010, as requested in the Conference Report (House Report 111-366) accompanying the FY 2010 appropriations act, the ASA(CW) transmitted a second update to Congress on automation efforts at the Cemetery. As stated in that report, a total of \$10.3 million had been invested in efforts related to TCMS and other IT activities, including \$2.7 million for enterprise architecture planning, procurement of hardware and software, and integration of security/accreditation programs; \$3.7 million for network and telecommunication enhancements; \$1.1 million to scan all burial records; \$0.8 million for geographic information system studies and integration; \$0.8 million to initiate triple validation tasks; and \$1.2 million for operation and maintenance of IT infrastructure and system elements. In addition, this report stated that future work will take into account the findings and recommendations of the reviews that were being conducted by the Army's Inspector General, and, that prior to conducting any further work, the Army would collaborate with OMB to ensure that TCMS is implemented in accordance with the latest information technology guidelines and best government-wide practices.

In carrying out the above work, the Cemetery engaged the services of the Army Corps of Engineers and the Army Contracting Center of Excellence in awarding various contracts. The Cemetery has no in-house contracting officer.

## **CONCLUSION**

Since June 10, the efforts of the Office of the Assistant Secretary of the Army (Civil Works) have been directed toward supporting the Executive Director of the Army National Cemeteries Program, as she works to restore the public's confidence in the Army and in Arlington National Cemetery as an iconic symbol of the sacrifices of America's men and women in uniform. Madam Chair, the Assistant Secretary and I hold Arlington National Cemetery in the highest regard as the Nation's premiere burial place to honor those who served this country in uniform.

I would like to thank the Subcommittee for the opportunity to report on my role in Arlington National Cemetery's program and budget. I will be pleased to respond to questions from the Subcommittee.