

National Cemetery Administration

The Department of Veterans Affairs (VA) National Cemetery Administration (NCA) currently maintains more than 2.9 million gravesites at 130 national cemeteries in 39 states and Puerto Rico. Of these cemeteries, 70 will be open to all interments; 20 will accept only cremated remains and family members of those already interred; and 40 will only perform interments of family members in the same gravesite as a previously deceased family member. The NCA also maintains 33 soldiers' lots and monument sites. All told, the NCA manages 19,000 acres, half of which are developed.

VA estimates that about 27 million veterans are alive today. They include veterans from World War I, World War II, the Korean War, the Vietnam War, the Gulf War, the conflicts in Afghanistan and Iraq, and the global war on terrorism, as well as peacetime veterans. With the opening of the new national cemeteries, interments are projected to increase annually until 2013. Historically, 12 percent of veterans opt for burial in a state or national cemetery.

The most important obligation of the NCA is to honor the memory of America's brave men and women who served in the armed forces. Therefore, the purpose of these cemeteries as national shrines is one of the NCA's top priorities. Many of the individual cemeteries within the system are steeped in history, and the monuments, markers, grounds, and related memorial tributes represent the very foundation of the United States. With this understanding, the grounds, including monuments and individual sites of interment, represent a national treasure that deserves to be protected and cherished.

The Independent Budget veterans service organizations (IBVSOs) would like to acknowledge the dedication and commitment of the NCA staff who continue to provide the highest quality of service to veterans and their families. We call on the Administration and Congress to provide the resources needed to meet the changing and critical nature of NCA's mission and fulfill the nation's commitment to all veterans who have served their country honorably and faithfully.

NCA ACCOUNTS

In FY 2009, \$230 million was appropriated for the operations and maintenance of the NCA, \$49 million over the Administration's request, with \$2.7 million in carryover. This carryover was caused by National Shrine Commitment projects that were not ready to start and has been obligated for National Shrine Commitment in the coming year. The NCA awarded 49 of the 56 planned minor construction projects that were in the operating plan. The seven "missed" projects were caused by situations outside NCA's control, i.e., environmental issues, land donation delays. The State Cemetery Grants Service awarded \$40 million in grants for 10 projects.

The NCA has done an exceptional job of providing burial options for 90 percent of the 170,000 veterans who fall within the 75-mile radius threshold model. However, under this model, no new geographical area will become eligible for a national cemetery until 2015. St. Louis will, at that time, meet the threshold as a result of the closing of Jefferson Barracks National Cemetery in 2017. Analysis shows that the five areas with the highest veteran population will not become eligible for a national cemetery because they will not reach the 170,000 threshold.

The NCA has spent years developing and maintaining a cemetery system based on a growing veteran population. In 2010 our veteran population will begin to decline. Because of this downward trend, a new threshold model must be developed to ensure more of our veterans will have reasonable access to their burial benefits. Reducing the radius to 65 miles would decrease the veteran population that is served from 90 percent to 82.4 percent, and reducing the radius to 55 miles would reduce the served population to 74.1 percent. Reducing the radius alone to 55 miles would bring only two geographical areas to the 170,000 population threshold in 2010, and only a few areas into this revised model by 2030.

Several geographical areas will remain unserved if the population threshold is not reduced. Lowering the population threshold to 100,000 veterans would immediately make several areas eligible for a national cemetery regardless of any change to the mile radius threshold. A new threshold model must be implemented so more of our veterans will have access to this earned benefit.

The Independent Budget veterans service organizations (IBVSOs) recommend an operations budget of \$274.5 million for the NCA for fiscal year 2011 so it can meet the increasing demands of interments, gravesite maintenance, and related essential elements of cemetery operations.

The NCA is responsible for five primary missions: (1) to inter, upon request, the remains of eligible veterans and family members and to permanently maintain gravesites; (2) to mark graves of eligible persons in national, state, or private cemeteries upon appropriate application; (3) to administer the state grant program in the establishment, expansion, or improvement of state veterans cemeteries; (4) to award a presidential certificate and furnish a United States flag to deceased veterans; and (5) to maintain national cemeteries as national shrines, sacred to the honor and memory of those interred or memorialized.

The national cemetery system continues to be seriously challenged. Though progress has been made over the years, the NCA is still struggling to remove decades of blemishes and scars from military burial grounds across the country. Visitors to many national cemeteries are likely to encounter sunken graves, misaligned and dirty grave markers, deteriorating roads, spotty turf, and other patches of decay that have been accumulating for decades. If the NCA is to continue its commitment to ensure national cemeteries remain dignified and respectful settings that honor deceased veterans and give evidence of the nation's gratitude for their military service, there must be a comprehensive effort to greatly improve the condition, function, and appearance of all our national cemeteries.

The IBVSOs are encouraged that \$25 million was set aside for the National Shrine Commitment for FY 2007 and 2008. The NCA has done an outstanding job thus far in improving the appearance of our national cemeteries, but we have a long way to go to get us where we need to be. In 2006 only 67 percent of headstones and markers in national cemeteries were at the proper height and alignment. By 2009 proper height and alignment increased to 76 percent. The NCA has also identified 153 historic monuments and memorials that need repair and/or restoration. With funding from The American Recovery and Reinvestment Act (ARRA), the NCA will make repairs on 32 percent of these monuments and memorials.

The IBVSOs support the NCA's operational standards and measures outlined in the National Shrine Commitment, and in the past *The Independent Budget* advocated for a five-year, \$250 million National Shrine Initiative to assist the NCA in achieving its performance goals. However, over the past few years, the NCA has made marked improvements in the National Shrine Commitment by earmarking a portion of its operations and maintenance budget for the commitment and pending receipt of funding from the ARRA. Therefore, the IBVSOs no longer believe it is necessary to implement the National Shrine Initiative program at \$50 million per year for five years but, rather, propose an increase in the NCA's operations and maintenance budget by \$25 million per year until the operational standards and measures goals are reached.

In addition to the management of national cemeteries, the NCA is responsible for the Memorial Program Service. The Memorial Program Service provides lasting memorials for the graves of eligible veterans and honors their service through Presidential Memorial Certificates. Public Laws 107-103 and 107-330 allow for a headstone or marker for the graves of veterans buried in private cemeteries who died on or after September 11, 2001. Prior to this change, the NCA could provide this service only to those buried in national or state cemeteries or to unmarked graves in private cemeteries. Public Law 110-157 gives VA authority to provide a medallion to be attached to the headstone or

marker of veterans who are buried in a private cemetery. This benefit is available to veterans in lieu of a government-furnished headstone or marker.

The IBVSOs call on the Administration and Congress to provide the resources required to meet the critical nature of the NCA mission and fulfill the nation's commitment to all veterans who have served their country so honorably and faithfully.

**Table 14. FY 2011 NCA
(dollars in thousands)**

FY 2010 Administration Request	\$242,000
FY 2010 <i>IB</i> Recommendation	\$241,500
FY 2010 Shrine Initiative	\$ 50,000
Total	\$291,000
FY 2010 Enacted	\$250,000
FY 2011 <i>IB</i> Recommendation	
Operations and Maintenance	\$274,500

Recommendation:

Congress should provide the National Cemetery Administration with \$274.5 million for fiscal year 2011 to offset the costs related to increased workload, additional staff needs, general inflation, and wage increases.



THE STATE CEMETERY GRANTS PROGRAM:

Heightened interest and participation in the State Cemeteries Grant Program complements the National Cemetery Administration's (NCA) mission.

The State Cemetery Grants Program (SCGP) complements the NCA's mission to establish gravesites for veterans in those areas where it cannot fully respond to the burial needs of veterans. Several incentives are in place to assist states in this effort. For example, the NCA can provide up to 100 percent of the development cost for an approved cemetery project, including design, construction, and administration. In addition, new equipment, such as mowers and back-

hoes, can be provided for new cemeteries. Since 1978 the Department of Veterans Affairs has more than doubled available acreage and accommodated more than a 100 percent increase in burials through this program. The State Cemeteries Grant Program faces the challenge of meeting a growing interest from states to provide burial services in areas not currently served. The intent of the SCGP is to develop a true complement to, not a replacement for, our federal system of national

cemeteries. With the enactment of the Veterans Benefits Improvements Act of 1998, the NCA has been able to strengthen its partnership with states and increase burial service to veterans, especially those living in less densely populated areas without access to a nearby national cemetery. Currently there are 60 preapplications for state and tribal government grants totaling \$236 million. Of the 60, 36 have the matching funds available, totaling more than \$121 million.

The Independent Budget recommends that Congress appropriate \$51 million for the SCGP for fiscal year

2011. This funding level would allow the SCGP to establish 13 new state cemeteries that will provide burial options for veterans who live in regions that currently have no reasonably accessible state or national cemetery.

Recommendation:

Congress should fund the State Cemeteries Grants Program at a level of \$51 million.



VETERANS BURIAL BENEFITS:

Veterans' families do not receive adequate funeral benefits.

In 1973 the National Cemetery Administration established a burial allowance that provided partial reimbursements for eligible funeral and burial costs. The current payment is \$2,000 for burial expenses for service-connected death, \$300 for nonservice-connected death, and \$300 for plot allowance. At its inception, the payout covered 72 percent of the funeral cost for a service-connected death, 22 percent for a nonservice-connected death, and 54 percent of the burial plot cost. In 2007 these benefits eroded to 23 percent, 4 percent, and 14 percent, respectively. It is time to bring these benefits back to their original values.

Burial allowance was first introduced in 1917 to prevent veterans from being buried in potter's fields. In 1923 the allowance was modified. The benefit was determined by a means test, and then in 1936 the allowance was changed again, removing the means test. In its early history, the burial allowance was paid to all veterans, regardless of the service connectivity of death. In 1973 the allowance was modified to reflect the status of service connection or not.

The plot allowance was introduced in 1973 as an attempt to provide a plot benefit for veterans who did not have reasonable access to a national cemetery. Although neither the plot allowance nor the burial allowance was intended to cover the full cost of a civilian burial in a private cemetery, the increase in the benefit's value in-

dicates the intent to provide a meaningful benefit by adjusting for inflation.

The national average cost for a funeral and burial in a private cemetery has reached \$8,555, and for a burial plot \$2,133. At the inception of the benefit, the average costs were \$1,116 and \$278, respectively. While the cost of a funeral has increased by nearly seven times, the burial benefit has increased by only 2.5 times. To bring both burial allowances and the plot allowance back to 1973 values, the service-connected benefit payment would have to be \$6,160, the nonservice-connected benefit \$1,918, and the plot allowance \$1,150. Readjusting the value of these benefits under the current system will increase the obligations from \$70.1 million to \$335.1 million per year.

Based on accessibility and the need to provide quality burial benefits, *The Independent Budget* recommends that VA separate burial benefits into two categories: veterans who live inside the VA accessibility threshold model and those who live outside it. For veterans who live outside the threshold, the service-connected burial benefit should be increased to \$6,160, the nonservice-connected veteran's burial benefit increased to \$1,918, and plot allowance increased to \$1,150 to match the original value of the benefit. For veterans who live within reasonable accessibility to a state or national cemetery that is able to accommodate burial needs but

who would rather be buried in a private cemetery, the burial benefit should be adjusted. These veterans' burial benefits should be based on the average cost for VA to conduct a funeral. The benefit for a service-connected burial should adjust to \$2,793, the amount for a nonservice-connected burial to \$854, and the plot allowance to \$1,150. This will provide a burial benefit at equal percentages, but based on the average cost for a VA funeral and not on the private funeral cost that will be provided for veterans who do not have access to a state or national cemetery.

The recommendations of past legislation provided an increased benefit for all eligible veterans, but it currently fails to reach the intent of the original benefit. The *IB's* benefit distribution model will cost \$211.1 million annually as opposed to the \$221.1 million it would cost to implement past legislation. The new model will provide a meaningful benefit to those veterans whose access to a state or national cemetery is restricted and provide an improved benefit for eligible veterans who opt for private burial.

Recommendations:

Congress should divide the burial benefits into two categories: veterans within the accessibility model and veterans outside the accessibility model.

Congress should increase the plot allowance from \$300 to \$1,150 for all eligible veterans and expand the eligibility for the plot allowance for all veterans who would be eligible for burial in a national cemetery, not just those who served during wartime.

Congress should increase the service-connected burial benefit from \$2,000 to \$6,160 for veterans outside the radius threshold and to \$2,793 for veterans inside the radius threshold.

Congress should increase the nonservice-connected burial benefit from \$300 to \$1,918 for veterans outside the radius threshold and to \$854 for veterans inside the radius threshold.

Congress should enact legislation to adjust these burial benefits for inflation annually.