



Department of Defense
Year 2002 Report to Congress
On
Military Funeral Honors
For Veterans



As Required by
Section 1491(g), Title 10,
United States Code

Executive Summary

This report is submitted in compliance with section 1491(g) of 10 U.S.C. as amended by Public Law 106-65 and describes the experience of the Department in fulfilling the Military Funeral Honors mission and identifies the costs associated with this mission. Through legislation in the National Defense Authorization Act (NDAA) for FY 99 and the NDAA for FY 00, the rendering of Military Funeral Honors is now a benefit for all veterans' families who request them.

The Department designated the provision of Military Funeral Honors a total force mission. Active Duty personnel, Reserve/National Guard component members, and military retirees, qualified by active or Reserve component honor guard personnel, may perform this mission. In addition, the Department continues to explore new and innovative ways to improve the delivery or performance of Military Funeral Honors with the dignity befitting our veterans.

The Authorized Provider Partnership Program (AP³), initiated in 2000, continues to enhance the delivery of funeral honors. This program was designed to facilitate partnerships between community based Veterans Service Organizations (VSOs) and military units in their area to provide volunteer augmentation to the Services' Military Funeral Honors details. The AP³ enhances our ability to provide additional elements to the funeral ceremony.

The Department continues to work with the Veterans Service Organizations and other appropriate groups who have an interest in this issue. In addition to speaking at meetings of interested groups in Maryland, Wisconsin, Rhode Island, Iowa, California, Virginia, Missouri, and North Carolina, members from the Department's Military Funeral Honors Working Group also made presentations at the 84th National Conference of The American Legion, the 121st National Funeral Directors Convention, and the National Association of State Directors of Veterans Affairs.

The military Services, to include the United States Coast Guard, have updated their policies and procedures to ensure a more simplified process for the coordination of requests from veterans and their family members, training of funeral honors detail members, both military and volunteer, and documenting statistical data on the number of honors performed. This commitment to this important mission ensures our veterans receive appropriate honors.

This report also provides a statistical summary for the year 2002 Military Funeral Honors data. The Defense Manpower Data Center developed a Funeral Honors Database (FHDB) to document the number of Military Funeral Honors rendered. The Funeral Honors Data Base supports the reporting requirements created by Section 1491(g) of Title 10, United States Code. Effective January 1, 2000, each military Service was responsible for using the FHDB to record all Military Funeral Honors details.

For calendar year 2002, the Department of Defense reports that **111,655** Military Funeral Honors were performed. This is a **19.5** percent increase from 2001 when there were 93,464 funeral honors reported. Department of Defense data also shows that **559,422** personnel

participated in honors details in 2002. We expect continued increases in 2003 as more units solidify their reporting procedures and as, regrettably, veteran deaths continue to rise.

In addition to reporting the number of funerals supported and personnel involved, the statistics section outlines composite operating as well as manpower costs associated with Military Funeral Honors. In developing the costs for the Military Funeral Honors detail, a working group of Military Funeral Honors program managers consulted with the staff of the Under Secretary of Defense (Comptroller) to develop composite costs for funeral honors. The working group developed manpower composite costs for active duty, National Guard and Reserve components, all three of which have different cost formulas based on established legal entitlements. The cost data depicts the operating costs for 2002 Funeral Honors to be over \$70 million dollars, while manpower costs were computed to be over \$55 million dollars.

About the Cover. *The Bugle depicted on the cover of this report is the Department's newest initiative to support Military Funeral Honors, the ceremonial bugle. A detailed description and additional background information on the ceremonial bugle are included in this report.*

The two photographs are of the group burial ceremony conducted in Arlington National Cemetery on 12 September 2002 in honor of the 184 victims of the 11 September 2001 attack on the Pentagon. The Association of the United States Army (AUSA) provided the pentagon-shaped floral arrangement. The arrangement contains a total of 184 carnations, one for each attack victim. There are 179 red carnations and 5 white carnations. The white carnations, located at the tip of each corner of the arrangement are symbolic of the five victims whose remains were never identified.

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INTRODUCTION

Public Law 106-65, the National Defense Authorization Act for Fiscal Year 2000 (NDAA FY 2000), directed the Department of Defense to provide Military Funeral Honors to all eligible veterans, upon request, beginning January 1, 2000. Section 1491(g) of title 10, U.S.C. also required the Department of Defense to submit an annual report through 2005 on the Department's experience and data on the number of funeral honors provided, manpower costs associated with this effort, and the number and costs of funerals supported by each participating organization. This report is submitted in compliance with this congressional direction.

The rendering of a final tribute and recognition to our Nation's veterans is an important tradition in the Department of Defense. With the signing of the NDAA FY 2000, the Department has worked diligently to ensure that our Nation's veterans receive dignified Military Funeral Honors.

This report is outlined as follows:

- A. Background
- B. Experience of the Department of Defense
- C. Statistics
- D. Ceremonial Bugle
- E. Summary

A. BACKGROUND

1. Importance of Military Funeral Honors -

Military Funeral Honors have been part of our Nation's history for over two hundred years. We have an obligation to demonstrate our gratitude to those who have faithfully served and defended our country in times of war and peace. The sacrifices and contributions of our country's veterans and their families deserve an appropriate level of recognition. For many veterans and their families, Military Funeral Honors at a veteran's funeral are a very important final and lasting tribute for those who have served. The folding and presentation of the American flag and the sounding of Taps often provides surviving family members that important sense of honor, patriotism, and recognition of their loved ones' service to their country.

The Department of Defense (DoD) and Veterans Service Organizations (VSOs) have provided Military Funeral Honors as a matter of tradition. This sacred custom and time-honored tradition will continue to be very important to our veterans and their families. Military and Veterans Service Organizations' partnerships will ensure that every eligible veteran is provided honors upon request.

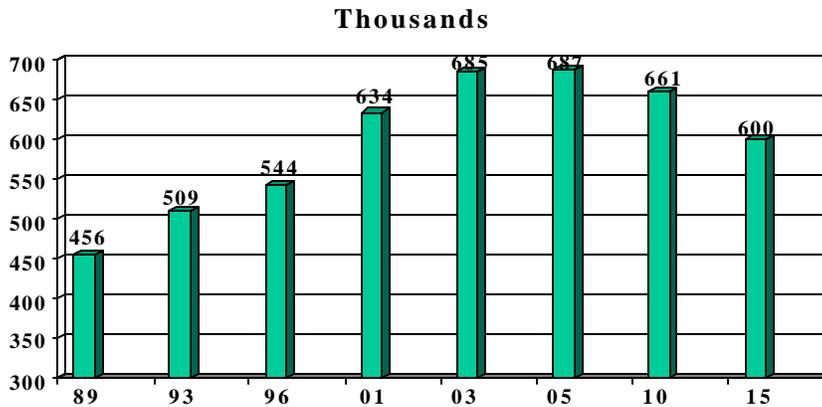
2. Demographics -

The Department's commitment to providing Military Funeral Honors to our deceased veterans is unwavering. To that end, it is important to describe the demographic challenges associated with this important mission. The Department of Veterans Affairs (DVA) provides veteran demographic information. Last year, the Department of Veterans Affairs provided updated veterans' information via the VetPop2000 database. This database, the first revision of official estimates and projections since 1993, is based on the 1990 census. It will take a few years for veteran data from the 2000 Census to become available and be integrated into projections and estimates.

According to the VetPop2000 database, the annual number of veterans' deaths is increasing and will continue to increase through 2005. The veteran population over the age of 65 is almost 9 million and primarily veterans from WW II and the Korean War. On average, approximately 1,865 veterans die each day (681,000 total in FY 2002). The veteran death rate is projected to peak at 1,882 (or 687,000) in 2005. This will be a 33 percent increase (or 231,000 total) from 1989 to 2005. The graph on the following page illustrates the projected veterans' deaths through the year 2015.

The Veterans Millennium Health Care and Benefits Act of 1999 requires the DVA to establish six additional national cemeteries in areas of the United States in which the need for burial space is greatest. Those areas are Atlanta, GA; Detroit, MI; Miami, FL; Sacramento, CA; Pittsburgh, PA; and Oklahoma City, OK. These new cemeteries are projected to open during 2004 – 2005. Fort Sill National Cemetery near Oklahoma City opened on November 2, 2001. The military Services are developing plans and establishing Memorandums of Understanding in the formation of joint funeral honors details near national cemeteries. Joint cooperation among the Services in the performance of Military Funeral Honors is reflected in the chart on page 19.

Projected Veteran and Retiree Deaths

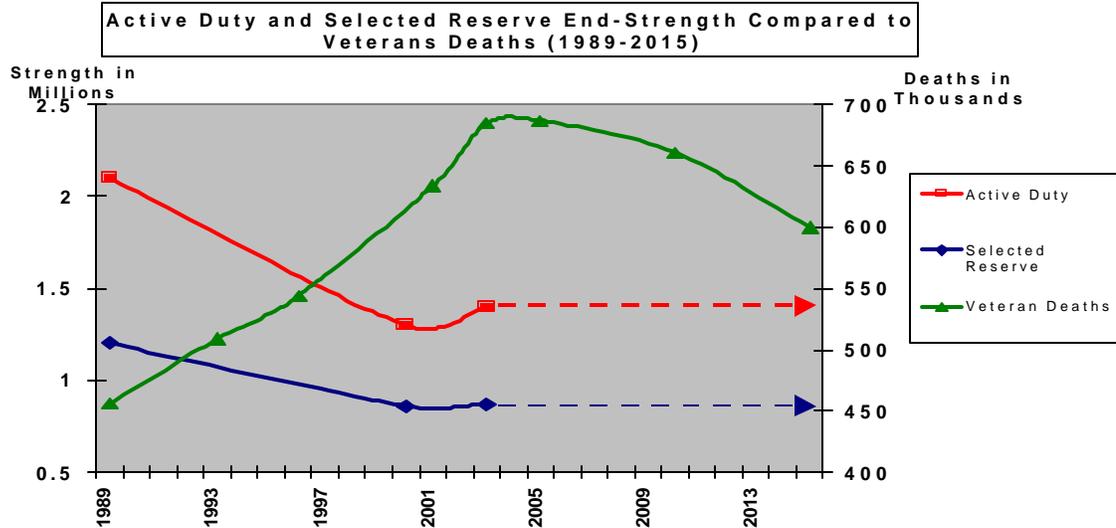


Source: Department of Veterans Affairs

Chart 1

The graph below illustrates Active Duty and Selected Reserve end-strength compared to Veteran and Retiree Deaths.

CONVERGENCE OF EVENTS



Even with these demographic and manpower challenges, the Department continues to find ways to improve the delivery of Military Funeral Honors for our deceased veterans. The legislative history behind this effort serves as a background for understanding the progress that has been made on the issue.

3. Legislative Requirement -

The National Defense Authorization Act for Fiscal Year 2000 (NDAA for FY 2000) - Section 578 of the NDAA for FY 2000 as amended by Sections 561 and 564 of the NDAA for FY 2002 and Section 553 of the NDAA for FY 2003 reflects the extensive deliberations conducted on Military Funeral Honors. The following describes what is now required of the Department of Defense in the rendering of Military Funeral Honors for veterans and is codified in Title 10, Chapter 75, Section 1491, U.S.C.:

- (a) *AVAILABILILTY OF FUNERAL HONORS DETAIL ENSURED.* The Secretary of Defense shall ensure that, upon request, a funeral honors detail is provided for the funeral of any veteran.
- (b) *COMPOSITION OF FUNERAL HONORS DETAILS.* (1) The Secretary of each military department shall ensure that a funeral honors detail for the funeral of a veteran consists of two or more persons. (2) At least two members of the funeral honors detail for a veteran's funeral shall be members of the armed forces (other than members in a retired status), at least one of whom shall be a member of the armed force of which the veteran was a member. The remainder of the detail may consist of members of the armed forces (including members in a retired status) or members of veterans organizations or other organizations approved for purposes of this section under regulations prescribed by the Secretary of Defense. Each member of the armed forces in the detail shall wear the uniform of the member's armed force while serving in the detail
- (c) *CEREMONY.* A funeral honors detail shall, at a minimum, perform at the funeral a ceremony that includes the folding of a United States flag and presentation of the flag to the veteran's family and the playing of Taps. Unless a bugler is a member of the detail, the funeral honors detail shall play a recorded version of Taps using audio equipment which the detail shall provide if adequate audio equipment is not otherwise available for use at the funeral.
- (d) *SUPPORT.* (1) The Secretary of a military department may provide the following: (A) For a participant in the funeral honors detail who is a member or former member of the armed forces in a retired status or is not a member of the armed forces (other than a former member in a retired status) and not an employee of the United States, either--
 - (i) transportation; or
 - (ii) a daily stipend prescribed annually by the Secretary of Defense at a single rate that is designated to defray the costs for transportation and other expenses incurred by the participant in connection with participation in the funeral honors detail.(B) Materiel, equipment, and training for members of the armed forces in a retired status and members of a veterans organization or other organization referred to in subsection (b) (2).

- (2) A stipend paid under paragraph (1)(A) to a member or former member of the armed forces in a retired status shall be in addition to any other compensation to which the retired member may be entitled.
 - (3) Articles of clothing for members of a veterans organization or other organization referred to in subsection (b) (2) that, as determined by the Secretary concerned, are appropriate as a civilian uniform for persons participating in a funeral honors detail.
- (e) *WAIVER AUTHORITY.*
 - (1) The Secretary of Defense may waive any requirement provided in or pursuant to this section when the Secretary considers it necessary to do so to meet the requirements of war, national emergency, or a contingency operation or other military requirements. The authority to make such a waiver may not be delegated to an official of a military department other than the Secretary of the military department and may not be delegated within the Office of the Secretary of Defense to an official at a level below Under Secretary of Defense.
 - (2) Before or promptly after granting a waiver under paragraph (1), the Secretary shall transmit a notification of the waiver to the Committees on Armed Services of the Senate and House of Representatives.
 - (f) *REGULATIONS.* The Secretary of Defense shall prescribe regulations to carry out this section. Those regulations shall include the following:
 - (1) A system for selection of units of the armed forces and other organizations to provide funeral honors details.
 - (2) Procedures for responding and coordinating responses to requests for funeral honors details.
 - (3) Procedures for establishing standards and protocol.
 - (4) Procedures for providing training and ensuring quality of performance.
 - (g) *ANNUAL REPORT.* The Secretary of Defense shall submit to the Committee on Armed Services of the Senate and the Committee on Armed Services of the House of Representatives a report not later than January 31 of each year beginning with 2001 and ending with 2005 on the experience of the Department of Defense under this section. Each such report shall provide data on the number of funerals supported under this section, the cost for that support, shown by manpower and other cost factors, and the number and costs of funerals supported by each participating organization. The data in the report shall be presented in a standard format, regardless of military department or other organization.
 - (h) *VETERAN DEFINED.* In this section, the term “veteran” means a decedent who –
 - (1) served in the active military, naval, or air service (as defined in Section 101(24) of Title 38) and who was discharged or released therefrom under conditions other than dishonorable; or
 - (2) was a member or former member of the Selected Reserve described in Section 2301(f) of Title 38.

B. EXPERIENCE OF THE DEPARTMENT OF DEFENSE

The Department continues to explore opportunities to improve upon its current policies and procedures regarding the delivery of Military Funeral Honors to all eligible veterans. Recommendations or initiatives are the products of collaborative efforts from the Services, Veterans Service Organizations, funeral directors organizations and concerned citizens.

The following describes and updates the Department's Military Funeral Honors initiatives in support of the mission.

1. Funeral Directors Kit. Originally produced in 1999 at the request of the funeral directors associations, over 50,000 Kits were distributed to all licensed funeral directors, Veterans Service Organizations, and active and reserve military units. This kit continues to provide valuable information to assist in honoring requests for Military Funeral Honors. In 2002, the Department distributed an additional 375 kits to requesting funeral homes, organizations or units.

The kit contains:

- A Military Service Directory, providing phone numbers for every state and county to arrange for Military Funeral Honors. This information is also reflected in an access controlled section of the Military Funeral Honors Web site specifically for funeral directors.
- A Military Funeral Honors brochure, which highlights the basic elements of the funeral honors ceremony, defines eligibility and contains other relevant information on Military Funeral Honors.
- A list of Frequently Asked Questions providing answers to questions families may ask funeral directors about Military Funeral Honors.
- Instructional brochures on how to fold the flag for families who just want a flag without the ceremonial folding and presentation.
- A compact disc of "Taps" for situations where a bugler is unavailable or the family only requests the playing of "Taps" at the burial without the funeral honors detail.

2. Military Funeral Honors Web Site. Developed as an information resource to the general public and funeral directors, the Department of Defense Web site, located at <http://www.militaryfuneralhonors.osd.mil> provides appropriate information on the process to request honors. This Web site answers the questions on who is eligible, what services are provided, has a list of frequently asked questions with answers, and also has links to other relevant Web sites such as the military Services, the Veterans Administration, the National Cemetery Administration and the National Archives and Records Administration. In calendar year 2002, there were 121,090 visitors to the Web site.

3. Authorized Provider Partnership Program (AP³) Commanders Web Site.

Another phase of the Department's improved outreach was the development of an additional Web site, located at <http://www.mfhcmdrs.osd.mil>. This site is only accessible by military units and contains pertinent information for commanders about standards on how to recruit, train, sustain, and provide recognition for AP³ volunteers. The site also includes step-by-step guidance on how to provide a daily stipend to volunteers when augmenting Military Funeral Honors details.

4. Toll Free Telephone Number. Established on January 1, 2000, for use by funeral directors, this process improvement makes it easier to request Military Funeral Honors. Funeral directors now have a single point of contact for each of the Military Services within the different regions of the country to coordinate requests for Military Funeral Honors. This site was designed especially for use by funeral directors because they work directly with family members in requesting military honors. Through calendar year 2002, there were 32,569 calls to the toll free number.

5. "Taps" Compact Disc. One of the most significant elements of Military Funeral Honors is the playing of "Taps." A live bugler is preferred but if one is not available a recorded version is authorized. Feedback from family members, Veterans Service Organizations and funeral directors, indicated that prior recorded versions of "Taps" were of poor quality and detracted from the funeral service. Therefore, the Department of Defense arranged to record the playing of "Taps" at Arlington National Cemetery on Memorial Day 1999. This version of "Taps" was transferred to a compact disc (CD) to ensure superior quality playback and distributed to every military unit, funeral director, Veterans Service Organizations' headquarters and all Department of State (DoS) embassies and consulates. The Department of Defense also allocated funds to the Services for the purchase of appropriate sound systems to enhance the delivery of "Taps" at funeral services. During 2002, 286 additional copies were distributed to requesting units and organizations around the country.

6. Training Tape(s). In May 2000, the Department of Defense, with the critical support of the Military District of Washington, the Arlington National Cemetery staff, and the United States Army Visual Information Center, produced a training tape that demonstrates the proper conduct of a two-person military funeral honors detail. The training tape, "Military Funeral Honors – Two-Person Detail" was distributed to all military units conducting funeral honors, all National and state cemeteries and Veterans Service Organizations and was the recipient of two prestigious non-government awards, the Telly Award and the Communicators Award.

In October 2001, the Department of Defense, again with the support of the Military District of Washington, the Arlington National Cemetery staff, the United States Army Visual Information Center and several Veterans Service Organizations, produced another training tape, "Military Funeral Honors with Authorized Providers" that demonstrates military detail augmentation by veteran volunteers. The video shows how a two-person detail can perform military funeral honors and also how Authorized Providers can augment the service. Detail augmentation could include Rifle Detail, Pall Bearers, Folding the Flag, Bugler and Color Guard.

This tape has been distributed to all military units, Veterans Service Organizations, State VA Directors and National and state Cemeteries.

7. Authorized Provider Partnership Program (AP³). Provisions in the law indicated, “The remainder of the detail (two-person) may consist of members of the armed forces (including members in a retired status) or members of veterans organizations or other organizations approved under regulations prescribed by the Secretary of Defense.” The AP³ is the Department’s program to implement this provision. Formally launched in August 2001, this program allows military units, be they active, Reserve, or Guard, to train volunteers to participate with our units in the rendering of Military Funeral Honors. Once trained, these personnel are formally recognized as Authorized Providers, receive a certificate signed by the Secretary of Defense and a pin, and can now augment the two-person honors detail. There are also provisions in the law and our policies to allow reimbursement of expenses and access to uniform sales. In 2002, over 40,000 Veterans Service Organizations members participated in performing Military Funeral Honors with military units.

8. Total Force Mission. The Department of Defense designated the delivery of Military Funeral Honors as a total force mission. Active duty personnel, Reserve/National Guard component members, and military retirees qualified by active or Reserve component honor guard personnel may perform this mission.

There are eight state-sponsored Military Funeral Honors Programs: California, Kentucky, Maryland, Missouri, New Jersey, New York, Rhode Island and Wisconsin. These programs have significantly helped to ensure that veterans from those states are getting honors. States are taking a more personal interest in honoring those who serve their country and also call their state home.

9. Policy. The Department of Defense policy, DoD Directive 1300.15, “Military Funeral Support” was signed on January 11, 2001. This Directive incorporates the requirements of the NDAA for FY 2000 and provides further guidance to the military departments on the provision of Military Funeral Honors.

10. Outreach Efforts. The Department of Defense has taken advantage of every opportunity to meet with organizations that have an interest in or concern for the Military Funeral Honors program. The Department responded to invitations to brief the following groups:

- The American Legion (84th National Convention)
- Veterans of Foreign Wars
- National Guard Bureau
- Navy Region Northeast
- Maryland State Funeral Directors Association
- Coast Guard Decedent Affairs Conference
- Wisconsin Military Funeral Honors Conference
- National Association of State Directors of Veteran Affairs
- National Funeral Directors (121st National Convention)

The Office of the Deputy Under Secretary of Defense (Military Community and Family Policy) continues to respond in writing to hundreds of requests for information on funeral honors from citizens across the country.

11. Department of Defense “Pre-separation Guide”. Each person who departs the military Service is required to participate in the Department of Defense Transition Assistance Program. A major item that is provided to each member departing the military is a copy of the “Pre-separation Guide.” This guide has been updated to include information on the Department’s Military Funeral Honors program as one of the benefits for veterans. The guide also provides veterans with additional information on burial benefits with Web addresses to the Department of Veterans Affairs at <http://www.va.gov> and to the Department of Defense Web site at <http://www.militaryfuneralhonors.osd.mil>.

12. Service Input for Calendar Year 2002

a. Army –

The United States Army continues to provide Military Funeral Honors upon request to all active, Reserve component, retired and former Army personnel whose service was honorable.

The Chief of Staff of the Army designated that the MFH mission will be conducted as a total force effort, utilizing personnel and assets from the active duty Army, Army National Guard and Army Reserve. He also directed that the Commanders of the Army’s Major Commands provide the proper number of personnel to make up the MFH teams needed to meet the anticipated increase in the requests for MFH.

The Army has given the responsibility of executing its MFH Program to its 27 Continental United States and 7 overseas Casualty Area Commands (CACs). The commanders of the CACs are tasked with ensuring that adequate personnel and equipment are available for the rendering of MFH. The CACs provide overall quality control of the MFH teams by providing them with standardized honors procedures and proper training.

It is Army policy that upon request, all eligible veterans will receive a MFH ceremony that conforms to public law and DoD Directive 1300.15, “Military Funeral Support.” The Army’s current implementation plan for the rendering of MFH delineates three categories for honors ceremonies: active duty soldiers and Medal of Honor recipients; retirees; and other veterans. The standard MFH rendered to active duty soldiers and Medal of Honor recipients consists of an Officer or Noncommissioned Officer in Charge, bugler, chaplain, and a six-soldier pallbearer/firing detail element (9 personnel). Retirees also receive this funeral honors complement when resources are available. Veterans and retirees receive, at a minimum, a two-soldier team to fold and present the interment flag and render *Taps*. When additional personnel are available, the size of the team can be increased.

In August 2001, the Office of the Secretary of Defense (OSD) implemented the Authorized Provider Partnership Program (AP³). The purpose of this program is to:

- meet the increasing demand of funeral honors,
- provide the Military Funeral Honors program with additional honor detail elements in that it includes recognized individuals and Veterans Service Organizations to participate and augment Funeral Honor teams Army-wide.
- enable additional elements as augmentees for veteran funerals.
- provide a “force multiplier” for the voluntary honor guard program.
- symbolize the continuity of respect for deceased veterans from those who are serving and have served in the Armed Forces.
- further partnership with the surrounding community.
- support the family and friends of the deceased veteran.

The OSD also created an AP³ Web site for commanders at www.mfhcmdrs.osd.mil. The Web site explains the program, and among other things, includes a commander’s training package that can be used for training small or large groups. It also includes speaker notes that can be modified to fit a particular audience. A new military funeral honors training video film was created and disseminated to all Major Commands (MACOMs), CACs and VSO headquarters. This film includes the use of VSO partners and demonstrates military detail augmentation by veteran volunteers in the overall MFH mission.

The Army initiated and sent an Army-wide message to all MACOMs and CACs explaining the AP³ and encouraged its implementation and support. The AP³ is currently unfunded, but the Army recommended proceeding with the program to the extent that the installation can cover expenses of training and/or reimbursement to authorized providers. The Army anticipated and has received a significant amount of interest from the various VSOs and expects that the Web site will generate a large volume of phone calls, e-mails, and letters from interested local organizations and individuals. Over 18,000 VSOs and other authorized providers have participated in Military Funeral Honors this year.

A total of 62,078 funeral honors were performed by the Army in 2002. The Army National Guard (ARNG) has increased its role by performing 23,055 (37 percent of Total Army) honors in Calendar Year 2002 (CY). This number is an increase of 23 percent over the 18,770 honors rendered in CY 2001. Current law does not authorize Title 32 AGRs personnel to perform Military Funeral Honors. The ARNG requires Active Duty Special Work (ADSW) personnel to assist with the increased funeral honor commitments. ADSW soldiers provide a stable workforce and are afforded benefits and entitlements not provided to those soldiers performing MFH in an inactive duty status. It is anticipated that states will continue to experience greater fiscal, training and logistic demands as FY 2003 initiatives are implemented.

Two units of the Army National Guard, Fort Leonard Wood, Missouri, and Fort Leavenworth, Kansas, are participating in the beta testing of a new OSD initiative to support Military Funeral Honors, the ceremonial bugle. Testing began on November 7, 2002, and will run for six months. Upon completion of the beta test, the Department will determine if the program goes forward.

b. Marine Corps –

In keeping with the Marine Corps motto *Semper Fidelis*, the Corps has a well-deserved reputation for showing our appreciation to our deceased Service members by rendering Military Funeral Honors. Upon request, the Corps provides MFH for all active, Reserve component, and retired Marines, honorably discharged Marines, and to other Service members in support of the Department of Defense total force mission.

The Commandant of the Marine Corps has directed all Marines to support and participate in this mission. Active duty Marines, Reserve Marine units, and often Reserve Marines volunteering specifically to perform MFH, to include strong support from our Veterans Service Organizations, ensure we “Honor Those who Served.”

Unit commanders always provide the maximum number of detail members possible, limited only by operational and personnel commitments. Maximum participation is the Corps’ standard and the two-person detail is the exception rather than the norm.

The Marine Corps does its best to ensure a live bugler is available to render Taps. According to veterans and their families, a live bugler is the most important element of MFH. When a Marine bugler is not available, the Corps contracts with or attempts to obtain support from VSOs, Reserve Officer Training Corps (ROTC) units, or from local community or high school bands to augment our details and perform this most important part of MFH.

The Marine Corps performed a total of 7,265 funeral honors in 2002. This is an increase of 9.5 percent over the 6,576 funerals conducted in 2001. In addition, the Corps supported another 1,200 funerals reported by the other Services.

During 2002, the Corps moved to centralize their MFH operation to Headquarters U.S. Marine Corps, Quantico, VA. The centralization has streamlined their efforts and improved tasking, tracking, and reporting capabilities. It is planned that the centralization will be completed by April 2003.

Since November 2002, four Marine units from Missouri have been part of the beta testing for the new DoD initiative, the ceremonial bugle. The bugle has received outstanding reviews from Marine units and from the families of our deceased. The ceremonial bugle is a vast improvement over the CD player. Plans are being developed to purchase bugles for Marine units if the DoD determines the beta test to be a success and the bugles are made available.

The Marine Corps remains committed to fulfilling all requests for MFH. It is our sacred obligation of “Taking Care of Our Own” and honoring our veteran Marines and all those who served.

c. Navy –

The United States Navy maintains a long-standing and proud tradition of providing Military Funeral Honors upon request to all Active, Reserve, retired and Navy veterans who served under honorable conditions. Honors are extended to all eligible Service members requesting burial at sea, or at a location where the member's parent Service requests Navy support. Funeral honors are provided by various commands in nine regions throughout the continental U. S., Guam and Hawaii. Regional Coordinators or the Navy Personnel Command Casualty Assistance Branch (PERS-62) in Millington, TN, arrange coordination of Funeral Honors. Regional Coordinators are located in Groton, CN (COMNAVREG NE); Washington, DC (COMNAVDIST); Norfolk, VA (COMNAVREG MIDLANT); Jacksonville, FL (COMNAVREG SE); New Orleans, LA (COMNAVRESFOR); Seattle WA (COMNAVREG NW); San Diego, CA (COMNAVREG SW); Pearl Harbor, HI (COMNAVREG Pearl Harbor); and Guam (COMNAVMARIANAS). The Mortuary Affairs section of the Military Medical Support Office in Great Lakes, IL, coordinates all burials at sea.

The Chief of Naval Operations directed all members of the Navy to support and actively participate in this assignment. Personnel assigned to the Ceremonial Guard at Arlington National Cemetery or other National Cemeteries within the U. S., are full time participants. Members at other commands throughout the country are assigned to funeral honors details as a collateral duty. Efforts continue to assess manning requirements, meet increasing funeral honors demand, and strengthen relationships with Veterans Service Organizations. During CY 02, the Navy has:

- established sub-regional offices in the states of CT, IN, ME and NJ to provide full-time personnel dedicated to managing funeral honor demands and to strengthening relationships with local VSOs.
- identified and increased staff support at the regional commander level to meet increasing administrative and logistical requirements.
- officially recognized more than 25 VSOs and 750 individuals who actively participated in Navy sponsored funeral honors
- deployed a pilot project to measure the effectiveness of funeral honors delivered by funeral details.
- conducted outreach seminars designed to increase awareness for VSOs, funeral directors, funeral coordinators, commanding officers, and Reserve personnel.
- contracted for bugler support services.
- supported the beta testing of prototype ceremonial bugles.
- expanded the plan to identify and place Reserve personnel at high demand Naval Reserve Activities (NRA) (implemented during CY 01).
- supported continued growth in the Burial at Sea Program. Open to all honorably discharged members of any Service and their spouses. More than 500 burials were performed at the written request of the deceased or a surviving family member.

The Navy remains fully committed to honoring the memory and service of all men and women who have worn the military uniform of our Nation. Their service on behalf of all Americans and the sacrifices they have made in preserving freedom shall never be forgotten.

d. Air Force –

The Air Force's Military Funeral Honors Mission continues to grow. In CY 02, the Air Force had approximately 100,000 eligible members pass away. Of those 100,000 members, approximately 22 percent, requested honors. The Air Force has seen a 340 percent increase in Military Funeral Honors from CY 98 to CY 02 and expects to be performing 58,000 funeral details by CY 08. Some base honor guard units have experienced as much as a 918 percent increase (Dyess AFB, TX, 214 details in 2000 and 1,966 details in 2002) since the legislation of funeral honors in 2000.

The Air Force expended close to \$27.8M during calendar year 2002, conducting 18,788 Air Force decedent funerals and participating in over 22,000 funerals. In some instances, the Air Force provides MFHs when the other Services could not be present. In 2002, the Air Force supported 3,658 details for the other Services (or about 17 percent of the total number of details).

The honor guard program is supported using a Total Force concept. Active duty base honor guards are responsible for the entire United States and U.S. Territories. Each active honor guard is assigned a respective area designated by state and county. Air National Guard and Air Force Reserve funeral honors teams augment active duty honors teams. Some base honor guard units are currently covering areas of responsibility as large as 250,000 square miles (Wright-Patterson AFB, OH).

In CY 02, the Air Reserve Component (ARC) supported approximately 30 percent of all details. However, they still count on the same Military Personnel Appropriations (MPA) days that are driven by current operations tempo, to perform MFH. These MPA days are not a stable solution and the ARC requires additional resources. Active Guard Reserve (AGR) positions are required to meet the increasing challenge of the MFH mission. The ARC currently has 128 positions on the FY 07 POM. The Air Force has validated a requirement, which exceeds 550 full-time positions in the ARC.

The Air Force provides MPA-Mandays to the Air National Guard, Air Force Reserve, and state programs that use Air National Guard personnel to support funeral honors. Over 39,000 man-days were provided to Air Reserve Components during CY-2002 (up 20 percent from CY 01) in support of MFH.

Base honor guard units are comprised from the base's own manning levels. Currently, there are no funded authorizations at base level designated to perform the MFH mission. Increases in deployment levels, operations tempo, and other contributing factors make the manpower issues more challenging.

The Air Force is committed to its policy to provide MFH to all eligible individuals.

e. Coast Guard –

Coast Guard custom, heritage and tradition make it a privilege and responsibility to honor a member or veteran at their funeral. The Coast Guard provides Military Funeral Honors (MFH) through twelve regional offices that receive requests and coordinate MFH Support. A thirteenth office, as well as the Coast Guard Honor Guard, is dedicated solely for Arlington National Cemetery requests.

Providing MFH reinforces Coast Guard members' respect for their fellow veterans, honors its heritage, and reinforces the concept of devotion to duty.

Burial at Sea is a burial honor unique to the maritime Services (Navy, United States Coast Guard, National Oceanic & Atmospheric Administration, and Merchant Marine). The Coast Guard will honor requests for Burial at Sea (cremains only) of honorably discharged veterans and anyone entitled to burial in a National Cemetery (Veterans, Spouse and eligible children) if allowed by our operational schedule. Due to safety concerns, changes in weather, and operational schedules, family members are not allowed to attend the burial at sea. Each family does receive a letter from the Cutter's Commanding Officer listing latitude and longitude of the burial and a brief description of the burial ceremony.

It is a very moving experience for a Coast Guardsman to present a folded flag to a family member with the phrase, "On behalf of the Commandant, the men and women of the United States Coast Guard, and a grateful Nation, I present this flag to you in memory of your [Father's, Mother's, Son's, Daughter's] years of loyal and dedicated service to their country." The Coast Guard will continue to ensure its members and veterans are honored when they are laid to rest.

C. STATISTICS

DoD Data Collection

The Funeral Honor Database (FHDB) was developed by the Defense Manpower Data Center for the Office of the Deputy Under Secretary of Defense for Military Community and Family Policy (DUSD(MC&FP)). The FHDB supports the reporting requirements created by Section 1491(g) of Title 10, United States Code. Effective January 1, 2000, each military Service was responsible for using the FHDB to record all Military Funeral Honors details.

The following provides statistical information on CY 02 Military Funeral Honors. In addition to providing the statistics requested by the Congress in Public Law 106-65, the NDAA for FY 2000, this report describes other data in order to provide a more comprehensive picture of the Military Funeral Honors program.

Beginning 1 January 2001, collection of Military Funeral Honors completed by the Coast Guard was added to the FHDB.

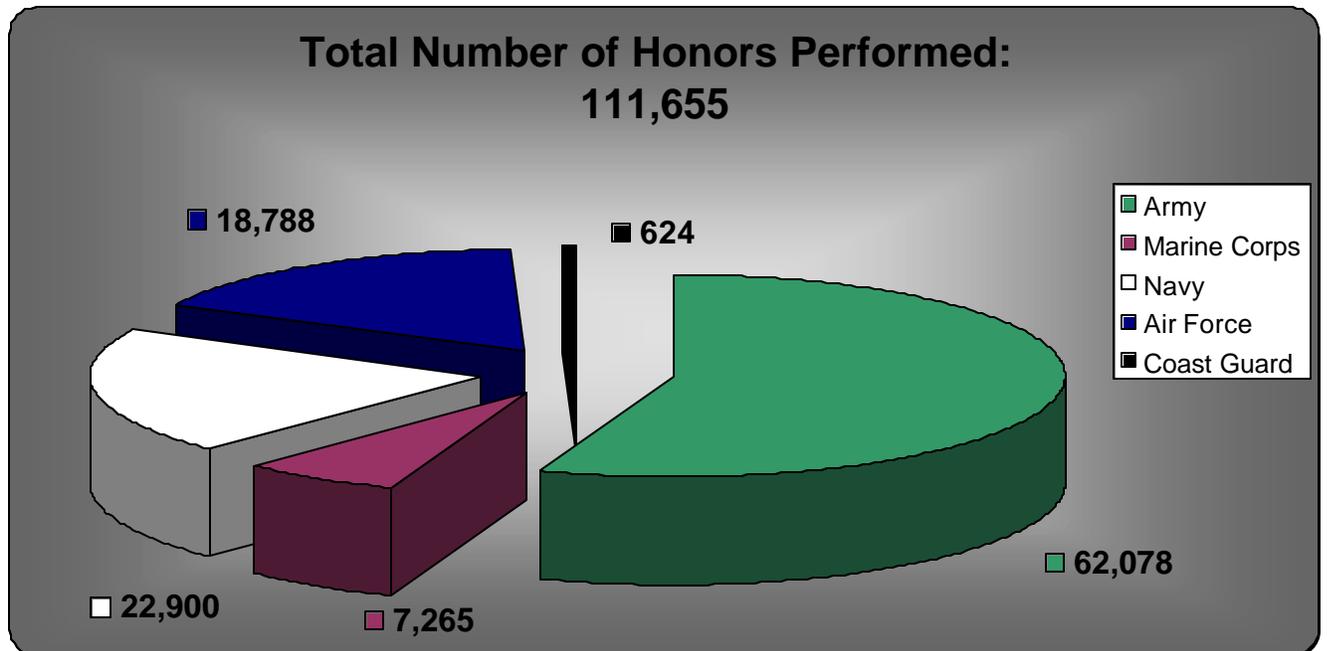
1. Number of MFHs Rendered – This report depicts the number of funeral honors details rendered by the Service component that reported each detail into the FHDB.

Note: A detail may be comprised of any combination of Service and component personnel, but the count for the detail is represented here by the Service component that reported the detail to the FHDB. A Marine Reserve unit may perform honors utilizing a majority of active duty Marine personnel assigned to a Reserve unit and the count for the detail will be represented in the Marine Reserve column.

| | Active Duty | National Guard | Reserve | TOTAL |
|---------------------|-------------|----------------|---------|----------------|
| Army | 32,554 | 23,055 | 6,469 | 62,078 |
| Marine Corps | 1,095 | 0 | 6,170 | 7,265 |
| Navy | 10,674 | 0 | 12,226 | 22,900 |
| Air Force | 17,211 | 1,577 | 0* | 18,788 |
| Coast Guard | 624 | 0 | 0 | 624 |
| TOTAL | 62,158 | 24,632 | 24,865 | 111,655 |

*Note: Air Force Reserve data is compiled within the Active Duty Air Force Totals.

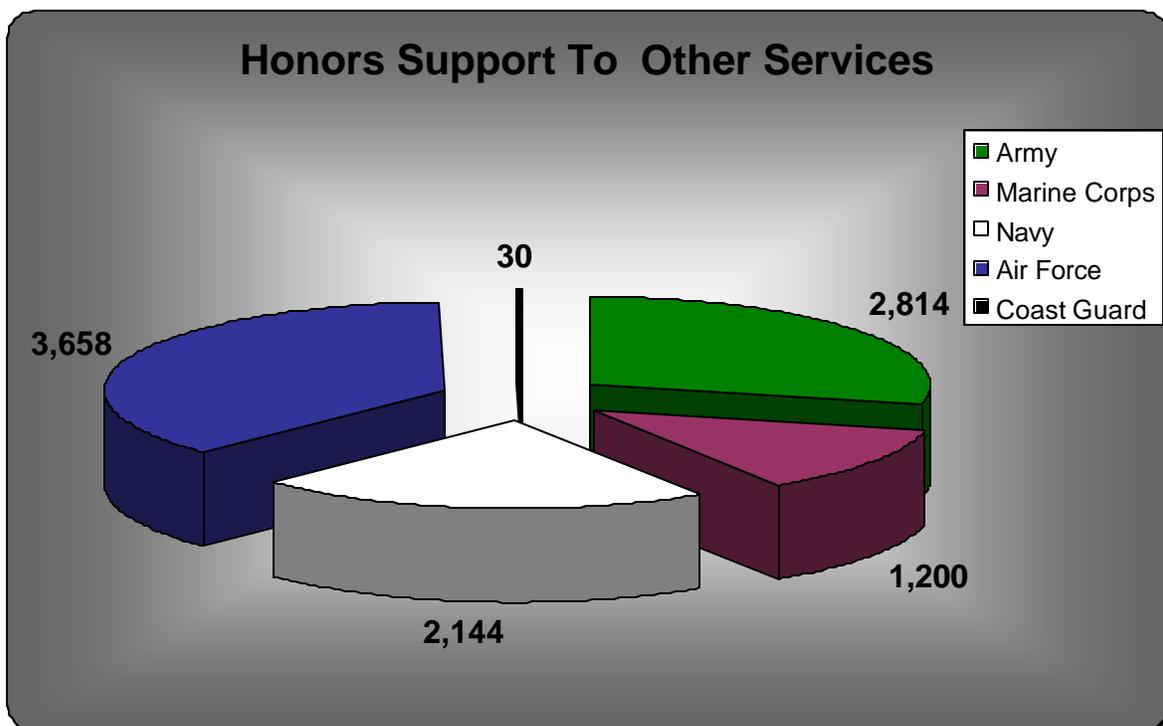
FOR CALENDAR YEAR 2002



The total number of DoD Military Funeral Honors rendered in 2002 was 111,655 Honors. This is a 19.5 percent increase over the number reported in 2001.

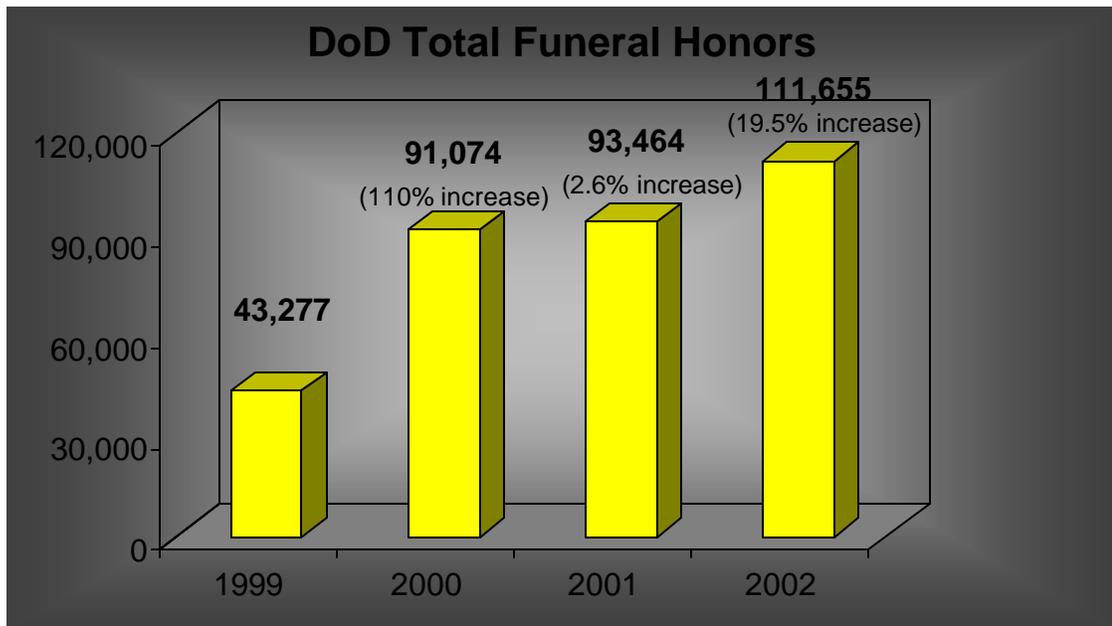
2. MFHs Support Among Services – This chart supplements the data on the previous page to show the joint nature of the DoD Total Force Military Funeral Honors Program. The number of funeral honors that each Service reported by individual Unit Identification Code (UIC), also includes the funerals that they conducted and were supported by other Service personnel. For example, the Army supported 96 funerals that were reported by the Marine Corps as the UIC. Likewise, the Marine Corps supported 165 funerals that were reported by the Army. Therefore, while the Army reported 62,078 honors as the UIC, they supported an additional 2,814 Military Funeral Honors that were reported by the other Services.

| | Army | Marine Corps | Navy | Air Force | Coast Guard | Total |
|--------------|-------|--------------|------|-----------|-------------|--------------|
| Army | XX | 96 | 603 | 2,107 | 8 | 2,814 |
| Marine Corps | 165 | XX | 92 | 929 | 14 | 1,200 |
| Navy | 365 | 822 | XX | 945 | 12 | 2,144 |
| Air Force | 3,577 | 21 | 60 | XX | 0 | 3,658 |
| Coast Guard | 4 | 4 | 9 | 13 | XX | 30 |



3. Annual Comparison of reported Military Funeral Honors – This chart reflects the number of rendered Military Funeral Honors reported to the FHDB in 1999, 2000, 2001 and 2002.

For CY 02, there was a **19.5 percent** increase in the number of Military Funeral Honors reported over CY 01. The percentage in the increased numbers of funeral honors supported is much higher than the **.01 percent** increase in the numbers of veterans who passed away in CY 02 over CY 01.

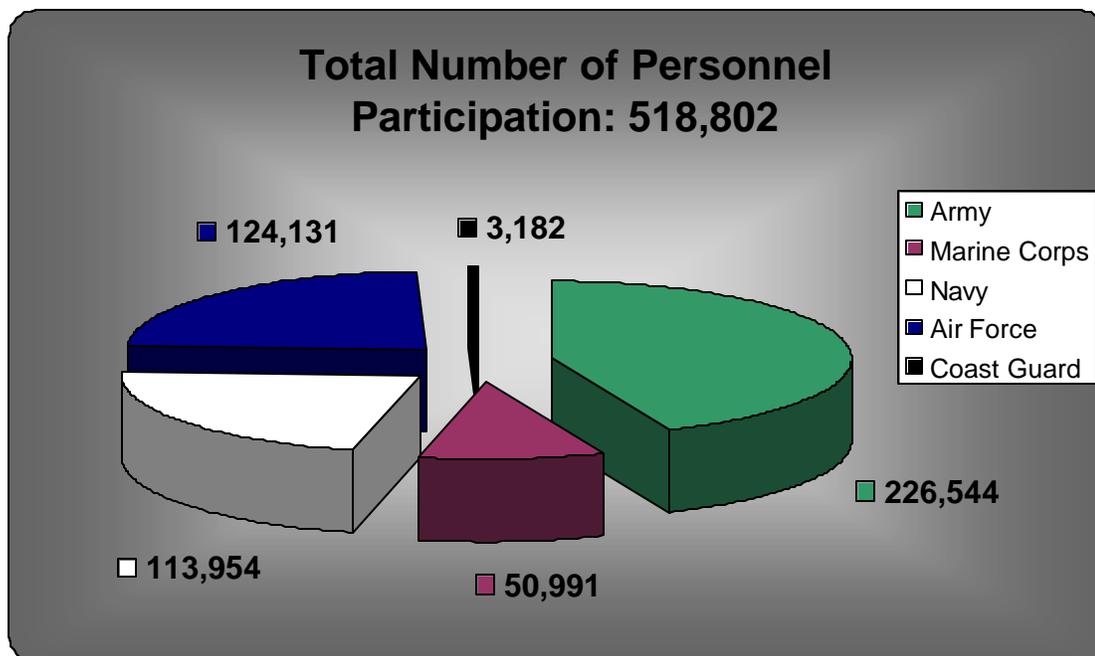


4. Actual Personnel Participation by Service Component – The numbers presented below represent the cumulative counts of personnel who attended every funeral reported to the FHDB as part of a Military Funeral Honors detail. A member of a military honor guard may attend 5 funerals in one week and he or she will count as 5 personnel present for funeral honors towards the total number.

Note: This table also represents the number of DoD personnel by component who participated in Funeral Honors details. (For example: an active duty Army soldier may be counted here in the Air Force Active Duty column if he or she rendered funeral honors as part of an Air Force funeral honors detail.

| | Active Duty | National Guard | Reserve | TOTAL |
|---------------------|-------------|----------------|---------|----------------|
| Army | 133,943 | 74,510 | 18,091 | 226,544 |
| Marine Corps | 43,293 | 0 | 7,698 | 50,991 |
| Navy | 100,271 | 0 | 13,683 | 113,954 |
| Air Force | 104,015 | 13,255 | 6,861 | 124,131 |
| Coast Guard | 3,103 | 0 | 79 | 3,182 |
| TOTAL | 384,625 | 87,765 | 46,412 | 518,802 |

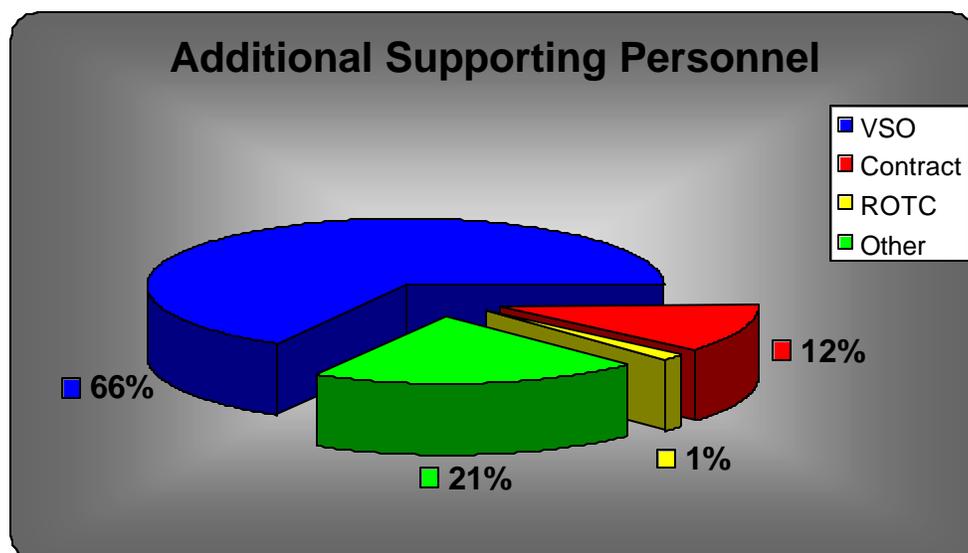
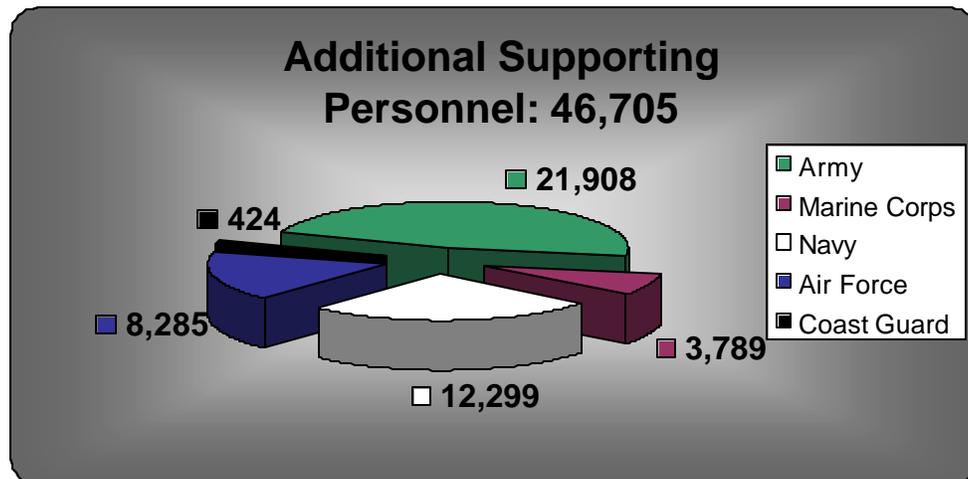
FOR CALENDAR YEAR 2002



The number of Total DoD Personnel participating in Funeral Honors = **518,802 Personnel**.

5. Additional Supporting Personnel – Once again, these figures denote the cumulative counts of additional personnel who attended every funeral reported to the FHDB as part of a Military Funeral Honors detail. Veterans Service Organizations represent veterans who participated with military units in providing honors. Contracted personnel include those contracted for bugle services, while *other* mostly denotes retired military volunteers who are not affiliated with any particular VSO.

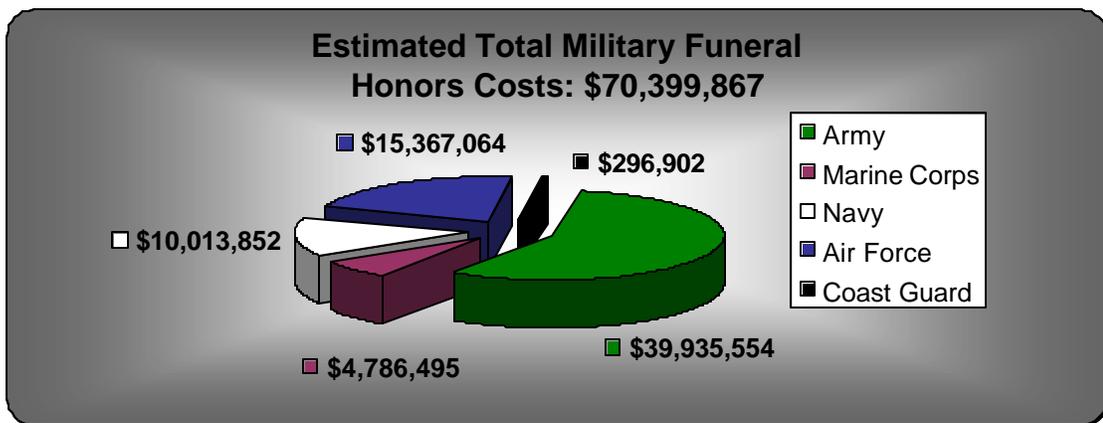
| | VSO | Contract | ROTC | Other | TOTAL |
|---------------------|--------|----------|------|-------|---------------|
| Army | 13,161 | 2,635 | 484 | 5,628 | 21,908 |
| Marine Corps | 3,282 | 66 | 90 | 351 | 3,789 |
| Navy | 10,820 | 579 | 32 | 868 | 12,299 |
| Air Force | 3,506 | 2,148 | 8 | 2,623 | 8,285 |
| Coast Guard | 202 | 43 | 0 | 179 | 424 |
| TOTAL | 30,971 | 5,471 | 614 | 9,649 | 46,705 |



6. Total Estimated Costs Associated with Funeral Honors –

Total Composite Costs. In developing costs for the Military Funeral Honors detail, a working group of Military Funeral Honors program managers consulted with comptroller staff to develop composite costs for funeral honors. The cost formulas for total operation costs are based on the following pro-rated categories: manpower composite costs (depicted further on the next page), local and Temporary Duty (TDY) travel, Reserve travel costs to and from the Reserve center, equipment (CD, CD player, contracted Bugler, etc.), and weapons and ammunition (if a firing party participates). The local travel includes pro-rated vehicle costs, maintenance, and mileage. These costs also include reimbursement expenses for VSO members and contracted personnel.

| | |
|--------------|---------------------|
| Army | \$39,935,554 |
| Marine Corps | \$4,786,495 |
| Navy | \$10,013,852 |
| Air Force | \$15,367,064 |
| Coast Guard | \$296,902 |
| TOTAL | \$70,399,867 |

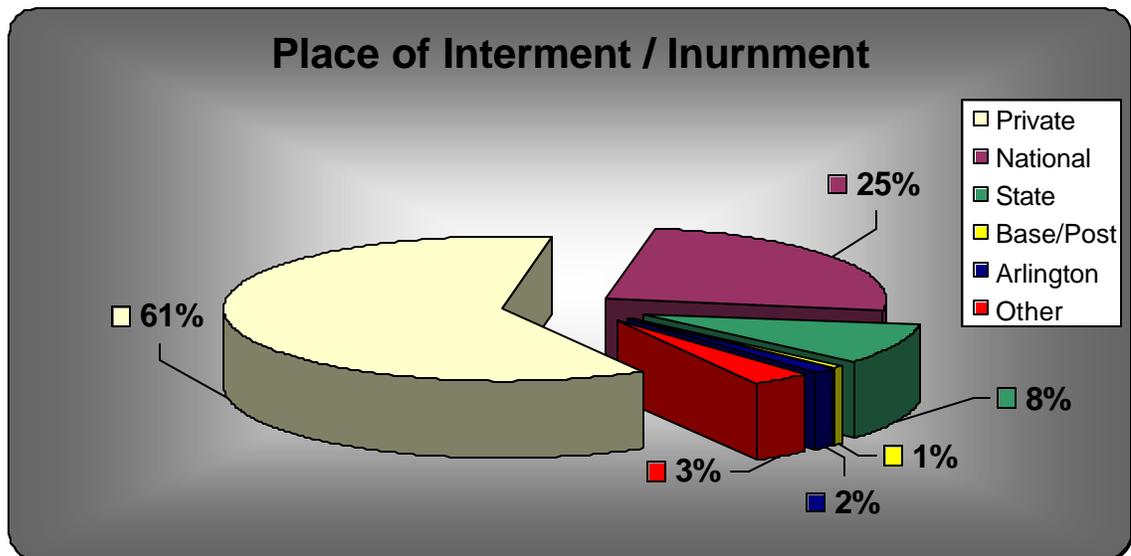


7. Estimated Manpower Costs –

Manpower Costs. In developing the costs for the Military Funeral Honors detail, a working group of Military Funeral Honors program managers consulted with comptroller staff to develop manpower costs for funeral honors. The cost formulas for manpower include three separate figures, one each for a member on active duty, in the National Guard or Reserve component that participates in Military Funeral Honors. Costs are based upon the respective pay and entitlements for each group. These costs also include the time members spend in training for funeral honor details. Departmental and military Service policy require that all members be trained and meet certain professional standards prior to performing in a funeral honors detail. The active duty manpower costs include sunk costs by virtue of the fact that active component and full-time Reserve component detail members are already on active duty. They are included in the figures to present a total depiction of the manpower costs associated with this effort. The manpower costs were linked to the number of hours to complete each funeral detail as reported by individual units.

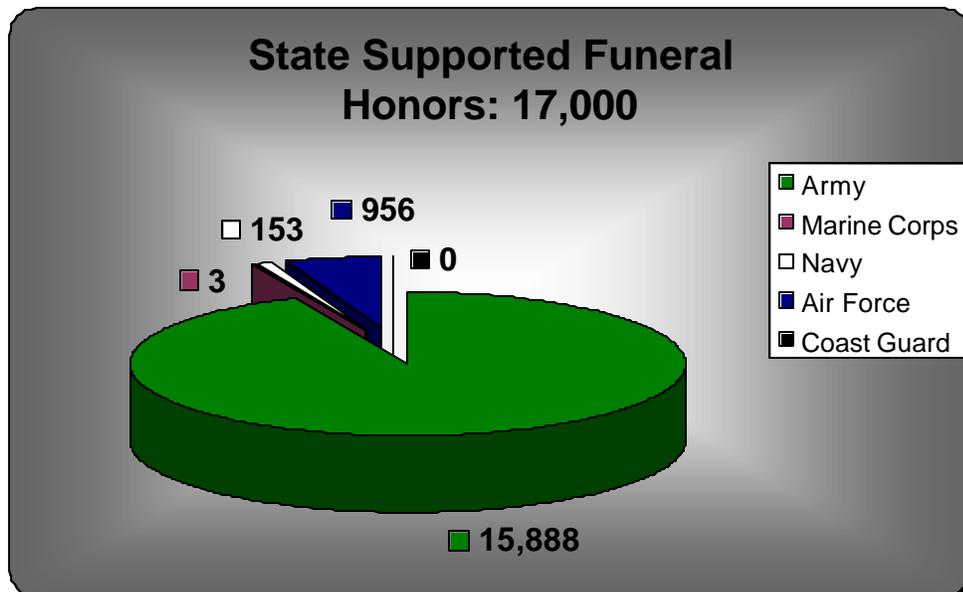
| | |
|--------------|---------------------|
| Army | \$32,234,400 |
| Marine Corps | \$3,573,960 |
| Navy | \$6,681,903 |
| Air Force | \$12,467,918 |
| Coast Guard | \$205,464 |
| TOTAL | \$55,163,645 |

8. Place of Interment – For planning purposes; the Department is collecting data on where veteran funerals take place. While the majority of funerals are held in private cemeteries, the next largest site is in a National Cemetery. This indicates that the military Service units proximate to a National Cemetery should plan and program for sufficient resources to meet the need.



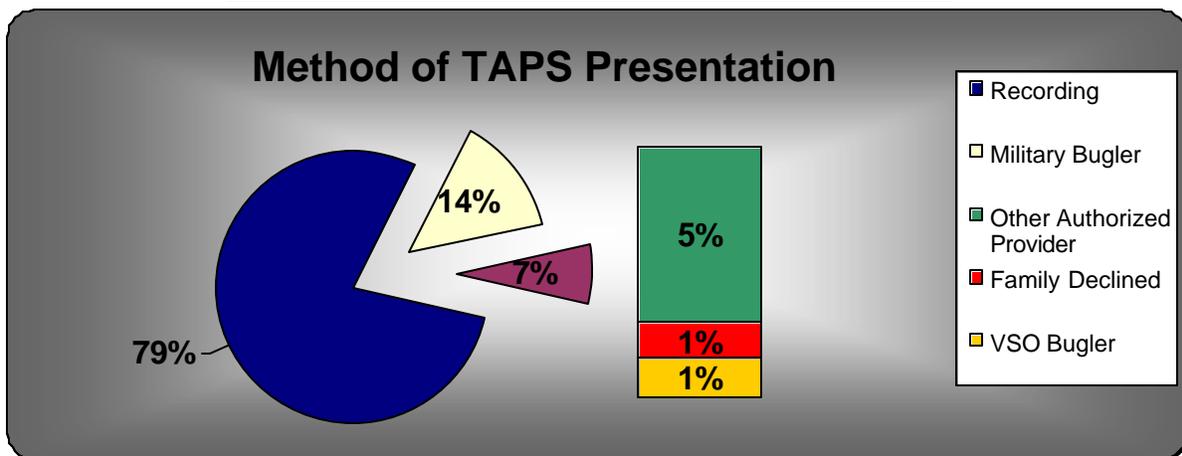
9. State Supported MFH – The data below represents funeral honors that were supported through State-sponsored manpower and funding. The states with laws requiring the National Guard to provide funeral honors represent a significant number of the state-supported MFH.

| | Active Duty | National Guard | Reserve | TOTAL |
|---------------------|-------------|----------------|---------|---------------|
| Army | 50 | 15,807 | 31 | 15,888 |
| Marine Corps | 0 | 0 | 3 | 3 |
| Navy | 4 | 0 | 149 | 153 |
| Air Force | 592 | 364 | 0 | 956 |
| Coast Guard | 0 | 0 | 0 | 0 |
| TOTAL | 646 | 16,171 | 183 | 17,000 |



10. Method of “Taps” Presentation – For a Military Funeral Honors detail, a bugler is the preferred method of presentation for the playing of “Taps.” However, given the small number of buglers in the military Services, and the increased numbers of veterans’ funerals, a recording of “Taps” is authorized and is the main method of providing “Taps.”

| | |
|---------------------------|-----|
| Recording | 79% |
| Military Bugler | 14% |
| Other Authorized Provider | 5% |
| Family Declined | 1% |
| VSO Bugler | 1% |



D. CEREMONIAL BUGLE

The law states that unless a bugler is a member of the detail, the funeral honors detail shall play a recorded version of “Taps.” The DoD has only about 500 buglers and with over 1800 veterans who die each day, a live bugler cannot be at the service of every veteran, although this is always our first choice.

This is the one area where the Department hears from family members the most – no bugler and a boom box. Therefore, the Department of Defense focused a great deal of attention in this area and continued to focus on this issue to explore new and innovative ways to enhance the delivery of Military Funeral Honors.

The Department has taken several actions to address this important element of MFH. First, we updated our policy to read, “A bugler, either military or civilian, is preferred for the sounding of ‘Taps.’” Second, the Department then instituted the Authorized Provider Partnership Program (AP³) that allows the Services to partner with veterans organizations or other organizations to augment the funeral honors detail, to include volunteer buglers. And lastly, to further address the issue and provide a more dignified alternative to the CD player, DoD turned to technology to develop the ceremonial bugle. The Ceremonial bugle was developed to provide a more dignified alternative to the pre-recorded “Taps” played on a stereo. It is not intended to replace, or be a substitute for, a live bugler when one is available.

The Department chose the state of Missouri to beta test the bugle due to its well-established state-run Military Funeral Honors program. They engage all five of the military Services in their program and have an outstanding relationship with many of the Veteran Service Organizations located in Missouri. They also work very closely with the funeral directors. The beta test period started on November 7, 2002, and will run for six months. Fifty prototype bugles were distributed to military units and Veterans Service Organizations in Missouri. During this test, family members and honor guard members will be surveyed. Once data is compiled and the test is completed, a decision will be made whether to expand the program or not. No funeral service should be conducted using the ceremonial bugle without the full knowledge of the family. They need to know that this is not a live bugler and have an option to use it instead of a recorder.

The Ceremonial bugle consists of a small device inserted deep into the bell of the bugle that plays a very high-quality rendition of “Taps.” The device operates on two standard 9V Alkaline batteries, has an on-off switch, an adjustable volume setting ranging from a muted indoor tone to a high enough tone to compete with traffic or aircraft sounds, and two indicator lights for operating and low battery indicator.



The following units are participating in the beta test:

Missouri Test Coordinator

Office of the Adjutant General
Attn: NGMO-CMH
2302 Militia Drive
Jefferson City, MO 65101-1203

Missouri Military Funeral Honors Teams (10)

Missouri National Guard Armory
7600 Ozark Road
Kansas City, MO 64129-2095
Alpha Team

Missouri Military Funeral Honors
66 Sherman Road
St. Louis, MO 63125-4137
Foxtrot Team

Missouri National Guard Armory
1400 North Fremont Avenue
2095 Springfield, MO 65802-2093
Bravo Team

Missouri National Guard Armory
310 E. McKinsey
Moberly, MO 65270-2006
Golf Team

Office of the Adjutant General
2302 Militia Drive
Jefferson City, MO 65101-1203
Charlie Team

Missouri National Guard Armory
1201 West Rolla Street
Salem, MO 65560-2724
Hotel Team

Missouri National Guard Armory
2626 Independence Street
Cape Girardeau, MO 63701-5787
Delta Team

Missouri National Guard Armory
1625 Cravens Road
Poplar Bluff, MO 63901-8674
India Team

Missouri Military Funeral Honors
66 Sherman Road
St. Louis, MO 63125-4137
Echo Team

Missouri National Guard Armory
2000 West 32nd Street
Joplin, MO 64804-0296
Juliet Team

Military Service Units

Army (2)

Military Personnel Office
ATTN: ATZT-AG-PA
140 Replacement Ave. Suite 2107
Ft. Leonard Wood, MO 65473-8935

Adjutant General
ATTN: ATZL-GCA-OC
861 McClellan Ave, Bldg 193
Fort Leavenworth, KS 66027-1361

Marine Corps (4)

Inspector-Instructor Staff Bridgeton
10810 Lambert International Blvd
Bridgeton, MO 63304-2314

Marine Corps Admin Detachment
Fort Leonard Wood
1273 Iowa Avenue
Fort Leonard Wood, MO 65473

Inspector-Instructor Staff
Kansas City - Dyess Hall
3805 East 155th Street Bldg 710
Kansas City, MO 64147-1309

Inspector-Instructor Staff Springfield
1110 North Fremont Avenue
Springfield, MO 65802-3591

Navy (5)

Navy Reserve Center
2530 Maria Louise Lane
Cape Girardeau, MO 63701

Navy Reserve Center
3100 East Brushcreek
Kansas City, MO 64130

Navy Construction Training Detachment
1301 Iowa Ave.
Fort Leonard Wood, MO 65473

Navy-Marine Corps Reserve Center
1110 N. Fremont Ave.
Springfield, MO 65802

Navy-Marine Corps Reserve Center
10810 Lambert Int'l Blvd
Bridgeton, MO 63304

Air Force (2)

509th Services Squadron
710 5th Street Building 132
Whiteman AFB, MO 65305

375th Services Squadron
505 Ward Dr. Building 1911, Room 203
Scott AFB, IL 62225-5358

Coast Guard (1)

Coast Guard Integrated Support Command
Federal Building 17
Foot of Arsenal
St. Louis, MO 63118

Veterans Service Organizations (19)

Veterans Memorial Team
3651 West Fremont Rd. 146
Springfield, MO 65807

VFW Post 1894
413 E. Green Street
Clinton, MO 64735

VFW Post 4320
P.O. Box 174
Fredericktown, MO 63645

American Legion Post 13
413 Schifferdecker
Joplin, MO 64801

American Legion Post 55
3819 Hwy MM
Hannibal, MO 63401

American Legion Guard of Honor Number 189
316 SW Seaside Sparrow
Lees Summit, MO 64082

American Legion Post 370
420 Kelly Ln.
Louisiana, MO 63353

American Legion Post 595
P.O. Box 331
New Madrid, MO 63869

AMVETS 5th District Honor Guard
RR#2 Box 312B
Flemington, MO 65650

Marine Corps League, (CMD)
P.O. Box 1592
Jefferson City, MO 65102

Veterans Honor Guard (PB)
336 Hwy AA
Poplar Bluff, MO 63901

VFW Post 2591
1804 E. 14th St.
Sedalia, MO 65301

VFW Post 10906
5401 N. Walnut
Kansas City, MO 64118

American Legion Post 23
P.O. Box 786
West Plains, MO 65775

American Legion Post 131
623 Grover
Warrensburg, MO 64093

American Legion Post 237
607 Hill St.
Richmond, MO 64085

American Legion Post 499
1220 Stockman Ct.
Grain Valley, MO 64029

American Legion Post 624
P.O. Box 61
Sunrise Beach, MO 65079

DAV Post 48
22902 Michigan Trail
Kirksville, MO 63501

E. SUMMARY

Military Funeral Honors have been a long-standing tradition within the Department of Defense and the military Services. Veterans who serve our country honorably in its defense during peacetime or in times of conflict have earned this time-honored recognition on behalf of a grateful Nation. Despite manpower shortages in various regions of the country, solid partnerships have been formed between the military Services, Veterans Service Organizations, funeral directors, and other organizations to ensure that all eligible veterans receive honors upon request. Senior leadership involvement and the designation as a “total force mission” have each contributed to the success of the funeral honors program.

The Department is committed to this mission and will continue to explore opportunities to enhance and improve the delivery of Military Funeral Honors to our veterans and their families.