

# Fiscal Year 2010 Budget Estimates Defense Prisoner of War/Missing Personnel Office (DPMO)



May 2009

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**DEFENSE PRISONER OF WAR MISSING PERSONNEL OFFICE (DPMO)  
Operation and Maintenance, Defense-Wide  
Fiscal Year (FY) 2010 Budget Estimates**

**Operation and Maintenance, Defense-Wide Summary (\$ in thousands)  
Budget Activity (BA) 4: Administration and Service-Wide Activities**

	<u>FY 2008</u> <u>Actuals</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2009</u> <u>Estimate</u>	<u>Price</u> <u>Change</u>	<u>Program</u> <u>Change</u>	<u>FY 2010</u> <u>Estimate</u>
DPMO	16,542	444	-297	16,689	386	3,604	20,679

\* This Office received no Emergency Supplemental or Bridge funding.

**I. Description of Operations Financed:** The Defense Prisoner of War / Missing Personnel Office (DPMO) is responsible for policy, control, and oversight for department-wide personnel accounting and personnel recovery efforts. The DPMO leads the national effort to prepare our personnel for possible isolation while pursuing U.S. national objectives abroad, establish the favorable conditions to recover and reintegrate them, and fully account for those lost during our nation's past, present and future conflicts. The DPMO's director is the Deputy Assistant Secretary of Defense for POW/Missing Personnel Affairs (DASD POW/MPA), who reports to, advises, and assists the Under Secretary of Defense for Policy on personnel accounting and personnel recovery. The DASD POW/MPA oversees the implementation of the national personnel recovery structure including the incorporation of interagency and international cooperation, and the process for investigation and recovery of personnel missing as a result of hostile action.

The DPMO is a Field Activity that executes and provides oversight for personnel accounting, related research, analysis, and case review. The DPMO facilitates communication and outreach programs to share information on DoD personnel accounting and recovery programs with Congress, families of prisoners of war and missing personnel, military services veterans service organizations and the general public. These programs include review, declassification, and transfer of releasable information to the Library of Congress (LOC) for public access. The DPMO ensures the intelligence community is appropriately tasked to support the personnel accounting mission. The DPMO works closely

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**I. Description of Operations Financed: (continued)**

with the U.S. Pacific Command Joint POW/MIA Accounting Command (JPAC), an operational agency responsible for tactical-level research, analysis, investigation, and site excavation relating to those unaccounted for from past conflicts. Forensic identification support functions are carried out by the Armed Forces DNA Identification Laboratory (AFDIL), the Air Force's Life Sciences Equipment Laboratory (LSEL), and the military Services casualty offices. These laboratories and offices support the remains identification process in the personnel accounting mission.

**The DPMO Headquarters** staff develops and publishes policy and guidance for the personnel isolated from friendly control and accounting for America's missing military members and designated civilians. This includes determining the fate of the missing and communicating with families of the missing service members and other segments of the U.S. population. The DPMO leads negotiations and enters into international arrangements designed to achieve worldwide access to account for and recover missing personnel or their remains. The DPMO develops and publishes policy related to preparing military, DoD civilians and contractors on how to evade capture and survive in captivity. The DPMO operates in environments involving coalitions and interagency-led structures. Operational commanders, their staffs, and recovery forces are trained to proactively recover personnel isolated from friendly control and to oversee repatriation and reintegration activities. The DPMO monitors activities conducted by other departments and agencies, foreign governments and non-government organizations related to the issue of the missing. The DPMO interacts with these entities as appropriate.

**U.S.-Russia Joint Commission Support** - The President appoints the U.S.-Russia Joint Commission (USRJC) on POW/MIAs. USRJC focuses on accounting for missing American service members in Russia, other countries of the former Soviet Union, and Eastern and Central

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Europe. The DPMO 's staff provides administrative and analytical support to the USRJC through offices in Washington D.C. and the U.S. Embassy in Moscow.

**External Affairs** - The External Affairs (EA) Directorate is the main conduit for providing information on accounting for America's war missing by communicating with all external audiences except Congress. The Directorate comprises two divisions.

The EA's Declassification/Freedom of Information Act (FOIA) Division (DF) implements and executes DPMO's obligations to review, redact, and disclose timely and accurate classified and unclassified information related to POW and MIA programs and activities to all public, governmental, and non-governmental entities. The DF also provides Vietnam War POW/MIA documentation for release to the Library of Congress for public access, as required by law. All DF functions are mandated by public law, executive order, and/or presidential decision directives.

The EA's Constituents Services Division (CS) is DPMO's direct voice to the families of America's missing service members, veterans' service organizations, the American public, and other interested parties. Annually, it organizes, leads, and oversees eight monthly meetings across the nation, and two annual meetings in Washington, D.C., in which government specialists provide general and case specific information to families of America's missing. These meetings are unique within the U.S. Government and the world.

**Strategic Planning & Initiatives (SP&I)** - SP&I efforts seek to synchronize actions within DPMO and the greater community through advocacy, education, engagement and leadership. Initiatives are ongoing to leverage academic and NGO resources in the furtherance of the accounting mission. As a high priority, the directorate is involved in interagency

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**I. Description of Operations Financed: (continued)**

actions to support accounting for Americans on the present battlefield, and to facilitate a seamless transition between personnel recovery and personnel accounting.

**Research and Analysis (RA)** - The RA directorate is a key factor in accounting for American POW/MIAs by locating, reviewing, and analyzing historical documents containing details about the context and circumstances of an individual's loss during recent U.S. conflicts. DPMO has developed a worldwide research program, gathering information leading to the fullest possible accounting of U.S. servicemen and selected civilians still missing from World War II, the Korean War, the Cold War, and the Vietnam War. The DPMO historians, who perform archival research, have identified more than 400 libraries, archives, and special collections in 20 foreign repositories, and approximately 100 domestic archival facilities as essential tools in the process of accounting for the missing servicemen of past wars. The RA historians are developing broader geographic area studies that investigate the history of missing personnel in specific geographic regions and as the result of large-scale battles. This type of information will help families better understand the context of their loved one's loss and assist in directing worldwide investigative operations. In the last two years RA formed a team tasked with responding to World War II constituent inquiries in addition to those families who lost loved ones in Korea, Vietnam, or, during the Cold War.

**II. Force Structure Summary: N/A**

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III. Financial Summary (\$ in thousands)

	FY 2009						
	FY 2008 <u>Actuals</u>	Budget <u>Request</u>	<u>Congressional Action</u>			<u>Current Estimate</u>	<u>FY 2010 Estimate</u>
			<u>Amount</u>	<u>Percent</u>	<u>Appropriated</u>		
<b>A. BA Subactivities</b>							
Administrative and Service-Wide Activities	16,542	16,731	-42	-.3	16,689	16,689	20,679
<b>B. Reconciliation Summary</b>					<u>Change FY 2009/FY 2009</u>	<u>Change FY 2009/FY 2010</u>	
<b>Baseline Funding</b>					16,731	16,689	
Congressional Adjustments (Distributed)							
Congressional Adjustments (Undistributed)					-42		
Adjustments to Meet Congressional Intent							
Congressional Adjustments (General Provisions)							
<b>Subtotal Appropriated Amount</b>							
Fact-of-Life Changes (CY to CY Only)							
<b>Subtotal Baseline Funding</b>							
Anticipated Supplemental Reprogrammings							
Price Changes							386
Functional Transfers							
Program Changes							3,604
<b>Current Estimate</b>					16,689		20,679
Less: Wartime Supplemental							
<b>Normalized Current Estimate</b>					16,689		20,679

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<u>C. Reconciliation of Increases and Decreases</u>	<u>Amount</u>	<u>Totals</u>
<b>FY 2009 President's Budget Request (Amended, if applicable)</b>		<b>16,731</b>
1. Congressional Adjustments		-42
a. Distributed Adjustments		
b. Undistributed Adjustments		
c. Adjustments to meet Congressional Intent		
d. General Provisions - Section 8101 - Economic Assumptions	-34	
e. Congressional Earmarks - Indian Lands Environmental Impact	-8	
<b>FY 2009 Appropriated Amount</b>		<b>16,689</b>
2. War-Related and Disaster Supplemental Appropriations		
3. Fact of Life Changes		
<b>FY 2009 Baseline Funding</b>		<b>16,689</b>
4. Reprogrammings (requiring 1415 Actions)		
<b>Revised FY 2009 Estimate</b>		<b>16,689</b>
5. Less: Item 2, War-Related and Disaster Supplemental Appropriations		
<b>FY 2009 Normalized Current Estimate</b>		<b>16,689</b>
6. Price Change		386
7. Functional Transfers		
8. Program Increases -		
\$1,432K Civilian Compensation and a 16 FTE increase to support DPMO's expanded mission to include the Vietnam War, World War II, the Korean War, and the Cold War. (FY 2009 Base \$9,496K)		
\$97K additional SLUC office space for the additional 16 FTE. (FY 2009 Base \$1,189K)		
\$135K Travel (FY 2009 Base \$818K)		
\$1,941K IT refresh program. (FY 2009 Base \$2,631K)		3,604
9. Program Decreases		
<b>FY 2010 Budget Request</b>		<b>20,679</b>

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**IV. Performance Criteria and Evaluation Summary**

Overall Assessment

DPMO provides leadership and guidance for the DoD effort to account for and recover missing personnel while informing stakeholders of progress. The DPMO, with National Security Council (NSC) endorsement, has led an interagency effort to produce the first-ever U.S. policy on personnel recovery also known as Annex 1 of NSPD 12. The annex was signed on 4 December 4, 2008. The DPMO developed a proactive capability that responds to crises involving missing persons, promotes defense relations using personnel recovery as a security cooperation tool, and builds partnership capacity with personnel recovery education and training communities. The DPMO continues to review and enhance its mission strategy and to develop sound metrics and measures that will enhance and strengthen our future budget reporting.

**Personnel Accounting Policy**

The DPMO provides policy, control, and oversight to DoD's worldwide accounting efforts for Americans lost in past conflicts, including the Vietnam Conflict, the Korean War, the Cold War, World War II, Operation Eldorado Canyon, and the 1991 Gulf War. This role includes leading negotiations with foreign governments to gain access for research, investigation, and excavation, and overseeing the effectiveness of technical discussions on these matters by elements of the accounting community. During 2008, DPMO continued to coordinate with combatant commanders to ensure that detailed records on the current missing are available to support post conflict personnel accounting.

**Vietnam War** - DPMO continues efforts to increase transparency in POW/MIA accounting efforts with Vietnam, Cambodia, and Laos, and to encourage an open dialogue between the countries of Indochina to enhance mission effectiveness. In FY 2008-2009, DPMO goals include gaining unrestricted access to Vietnam's Central Highlands and expanding

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accounting operations into other restricted areas; increasing the effectiveness and breadth of Vietnam archival research programs; increasing flexibility for operational scheduling of backlogged excavations in Laos; and continuing to maintain the comprehensive accounting research and investigations in Cambodia. The DPMO will continue efforts to acquire information from classified Vietnam War holdings of Russian and other former Soviet and Eastern European archives.

**Korean War** - The DPMO researchers and analysts research archives in Washington DC, St. Louis, Missouri, other foreign archives, and military history centers to obtain archival material such as photos, witness statements, loss facts, and other circumstantial evidence that would lead to the resolution of any open Korean War cases. The DPMO specialists collect, research, and analyze information to support identification of remains recovered from the Korean Peninsula and China from 1990 to 2008, to include remains repatriated from North Korea in April 2007. The DPMO researchers continue to develop leads for JPAC investigations in South Korea and China.

While the USG is unable at this time to conduct accounting operations in North Korea, DoD will work to expand the scope of accounting operations in South Korea. The DPMO's research efforts further support a joint DPMO, JPAC, and Armed Forces DNA Identification (AFDIL) working group that continues to develop information on the 860 unknown servicemen buried in the National Memorial Cemetery of the Pacific.

Although China did not approve investigations or excavations, DPMO concluded an arrangement with the People's Liberation Army to have access to information in Chinese military archives related to missing US servicemen from the Korean War. Work continues on the information exchange program which the Chinese searches their PLA archives for valuable information related to servicemen missing during the Korean War.

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**Cold War** - Of the original 162 Cold War losses, the remains of 28 individuals have been recovered and identified; 123 may not be recoverable as the losses are believed to have been over water. In FY 2009, DoD concentrated efforts to account for Cold War losses by conducting archival research, identifying potential witnesses, and analyzing available material. In FY 2010 DPMO will continue to coordinate its analytic review of Cold War cases to ensure database accuracy.

**World War II** - The DPMO deployed the Personnel Missing Second World War (PMWWII) database to the Internet in FY 2007. The PMWWII database is the first complete USG database of Americans missing from WWII. The DPMO will continue to refine the PMWWII database during FY 2008 - 2009. Additionally, DPMO will continue its outreach program to private citizens and groups to encourage their support of accounting and to increase potential USG recovery opportunities.

The DPMO plans to continue archival and investigative efforts in Russia, other countries of the former Soviet Union, and throughout Eastern and Central Europe. In FY 2009, the program focuses on areas and archives offering the greatest potential for providing relevant data about American servicemen missing from that region. Cases of particular interest involve losses in the Russian Federation and other areas of the former Soviet Union, the Czech Republic, Romania, Bulgaria, Slovenia, Hungary, Bosnia-Herzegovina, Croatia, Poland, and Slovakia. The DPMO will exploit archives in these countries to the maximum degree possible for relevant information about American losses.

**Personnel Recovery Policy** - In today's security environment, the threat to U.S. government personnel and American citizens working and traveling abroad is more dispersed, pervasive, less predictable, and transnational. Human exploitation has become the adversary's tactic of choice against Americans abroad, our allies and friends, and our

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coalition partners. In FY 2009-2010, DPMO will continue to shift the legacy paradigm of the personnel recovery function, where saving lives was the sole focus, toward developing a collective strategy that incorporates personnel recovery into a holistic government approach to address the effects and implications of human exploitation.

**Outreach**

The DPMO continues an aggressive outreach effort with its highly successful Family Update Program. Each year, the DPMO hosts eight meetings in major cities across the United States. Annual Family Update attendance averages between 1,000 and 1,200 family members. The Outreach staff briefs family members face-to-face on government procedures, processes, and efforts to account for Americans missing from World War II, the Cold War, the Korean War, the Vietnam conflict, and the 1991 Gulf War. During these meetings, family members have access to government experts who explain the use of cutting-edge technologies to research, investigate, recover, and identify remains. The discussions include the latest archeological techniques, mitochondrial DNA analysis, archival research, and other important topics. Families are able to review details of their missing family members' cases. Additionally, DPMO conducts two annual government meetings in the Washington metro area for the families of the missing from the Korean, Cold and the Vietnam Wars. Approximately 400 to 500 family members attend these meetings annually. Each of these meetings provides access to families for whom we have no DNA family reference samples (FRS) and enables the USG to collect these FRS, which are critical to the accounting process.

In an effort to build awareness and foster support DPMO publishes and distributes a periodic newsletter, "**The Torch**", to families, the veterans' community, and members of the public. The DPMO continually updates its internet web site and periodically

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reconfigures it in response to user suggestions. It contains useful information for family members, researchers, and the public at large. The DPMO internet web site has received as many as **400,000 "hits"** per week from interested readers.

As required by law and executive order, the DPMO has redacted and placed into the public domain in the Library of Congress (LOC) more than 1,000,000 pages of Vietnam conflict POW/MIA-related materials with electronic shipments continuing quarterly. The DPMO has converted the collection from the old microfilm format to electronic image and contracted with the LOC to index and make the collection publicly accessible through the LOC web site. On average, the public accesses the POW/MIA collection web site more than 60,000 times per quarter searching for information on the POW/MIA accounting issue. Public interest remains high on progress in Vietnam War and Korean War/Cold War accounting efforts. The congressionally authorized Coincidental Travel Assistance Program (COIN Assist) funds transportation for family members to attend the two annual government meetings. Congress authorized the program for family members of Americans missing from the Vietnam conflict. Congress extended the program in FY 2002 to include families of those Americans missing from the Korean and Cold Wars.

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**DPMO FY 2009 FAMILY OUTREACH MEETINGS**



STATE	EVENT	MONTH	FAMILY CONTACTS (Est)	DNA SAMPLES (Est)
California	Family Update	November	1,450	15
Florida	Family Update	January	949	10
New Mexico	Family Update	February	959	10
Maryland	Family Update	March	4,827	25
Colorado	Family Update	April	640	10
Washington	Family Update	May	863	10
New Hampshire	Family Update	June	3,000	25
Minnesota	Family Update	August	1,509	10
Washington DC	Korean Cold War	October	7,400	20
TOTALS:			21,597	135

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**DPMO FY 2010 FAMILY OUTREACH MEETINGS (est)**



<u>STATE</u>	<u>EVENT</u>	<u>MONTH</u>	<u>FAMILY CONTACTS (est)</u>	<u>DNA REFERENCE SAMPLES (est)</u>
Florida	Family Update	January	1,436	10
California	Family Update	February	1,585	10
Hawaii	Family Update	February	90	4
Texas	Family Update	March	1,382	10
N. Carolina	Family Update	April	3,777	20
Washington	Family Update	May	739	6
Washington D.C.	SE Asia	July	2,700	10
Washington D.C.	Korean C/W	August	6,500	30
New York	Family Update	September	3,000	20
Indiana	Family Update	October	4,000	20
San Francisco	Family Update	November	1,194	10
<b>TOTALS:</b>			<b>26,403</b>	<b>150</b>

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<u>V. Personnel Summary</u>	<u>FY 2008</u>	<u>FY 2009</u>	<u>FY 2010</u>	<u>Change FY 2008/ FY 2009</u>	<u>Change FY 2009/ FY 2010</u>
<u>Active Military End Strength (E/S)</u> (Total)	46	46	46	0	0
Officer	31	31	31	0	0
Enlisted	15	15	15	0	0
<u>Civilian End Strength (Total)</u>	69	69	85	0	16
U.S. Direct Hire	69	69	85	0	16
<u>Active Military Average Strength (A/S)</u> (Total)	46	46	46	0	0
Officer	31	31	31	0	0
Enlisted	15	15	15	0	0
<u>Civilian FTEs (Total)</u>	69	69	85	0	16
U.S. Direct Hire	69	69	85	0	16
Average Annual Civilian Salary (\$ in thousands)	127.4	137.6	131.7	10.2	-6.0

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**VI. OP 32 Line Items as Applicable (Dollars in thousands):**

<u>OP 32 Line</u>	FY 2008 <u>Actuals</u>	Change FY 2008/FY 2009		FY 2009 <u>Estimate</u>	Change FY 2009/FY 2010		FY 2010 <u>Estimate</u>
		<u>Price</u>	<u>Program</u>		<u>Price</u>	<u>Program</u>	
101 Exec, Gen'l & Spec Scheds	8,790	343	338	9,471	275	1,407	11,152
107 Voluntary Sep Incentives	0	0	25	25	0	25	50
308 Travel of Persons	824	11	-17	818	10	135	963
673 Def Fin & Accounting Svc	255	3	0	258	3	0	261
912 GSA Leases	1,174	15	0	1,189	14	97	1,301
914 Purch Communications	124	2	2	128	2	0	129
920 Supplies/Matl (non fund)	169	2	-1	170	2	0	172
921 Print & Reproduction	52	1	0	53	1	0	53
933 Studies, Analysis & Eval	99	1	-82	18	0	0	19
987 Other IntraGovt Purch	4,095	53	-273	3,875	71	1,940	5,887
989 Other Contracts	959	12	-289	682	8	0	691
998 Interest & Dividends	1	0	0	1	0	0	1
<b>999 Total Other Purchases</b>	<b>16,542</b>	<b>444</b>	<b>-297</b>	<b>16,689</b>	<b>386</b>	<b>3,604</b>	<b>20,679</b>

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