

# Fiscal Year 2014 Budget Estimates

## DEFENSE PRISONER OF WAR/MISSING PERSONNEL OFFICE (DPMO)



April 2013

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**Defense Prisoner of War/Missing Personnel Office  
Operation and Maintenance, Defense-Wide  
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Operation and Maintenance, Defense-Wide Summary (\$ in thousands)

**Budget Activity (BA) 4: Administration and Service-Wide Activities**

	FY 2012 <u>Actual</u>	Price <u>Change</u>	Program <u>Change</u>	FY 2013 <u>Estimate</u>	Price <u>Change</u>	Program <u>Change</u>	FY 2014 <u>Estimate</u>
DPMO	19,824	203	1,937	21,964	267	-637	21,594

**I. Description of Operations Financed:** The Defense Prisoner of War/Missing Personnel Office (DPMO) provides policy, control, and oversight across the Department of Defense (DoD) for the entire process of investigation and recovery related to missing persons. This includes matters related to search, rescue, escape, and evasion; as well as the accounting for missing persons or their remains after hostilities have ceased. The DPMO also coordinates with other departments and agencies of the United States on all matters concerning missing persons.

The Deputy Assistant Secretary of Defense for Prisoners of War/Missing Personnel Affairs (DASD) (POW/MPA)) establishes policies, which apply uniformly throughout the DoD, for:

- personnel recovery (including search, rescue, escape, and evasion);
- personnel accounting (including locating, recovering, and identifying missing persons or their remains after hostilities have ceased); and
- DoD boards of inquiry, and by officials reviewing the reports of such boards

The DPMO also leads the national effort to:

- prepare DoD personnel for possible isolation while pursuing U.S. national objectives abroad;
- establish favorable conditions to recover and reintegrate DoD personnel;

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**I. Description of Operations Financed (cont.)**

- account for missing personnel from World War II, Korean War, Cold War, Indochina (Vietnam) War, and the Iraqi Theater of Operations by either the person returning alive or by the forensic identification of their remains; and
- achieve the fullest possible accounting for those lost during our Nation's past conflicts.

In FY 2010, the Congress amended Title 10, U.S.C., Section 1509, to direct the DoD to implement a comprehensive, coordinated, integrated, and fully resourced program to account for persons who are unaccounted for from World War II, the Korean War, the Cold War, the Indochina War, and the Persian Gulf War. The amendment requires the DoD to increase the capability and capacity of the Department to account for missing persons so that, beginning with FY 2015, the (POW/MIA) accounting community has sufficient resources to account for 200 missing personnel annually.

The DPMO has a staff of 46 military personnel and 80 civilians. The DPMO staff provides policy and oversight for DoD personnel accounting activities; provides policy and oversight for DoD personnel recovery activities; and conducts family and public outreach on the DoD efforts to return missing persons from past conflicts (alive if possible or, if deceased) to recover and identify their remains.

The DPMO develops DoD policy guidance for personnel accounting and personnel recovery activities worldwide. In addition, the DPMO seeks to determine the fates of those U.S. service members, DoD civilians, and DoD contractors who are unaccounted for from past conflicts. The DPMO supports the rescue of those missing and isolated personnel who still survive, as well as the recovery and identification of the remains of the deceased. The DPMO carries out these operations by acquiring and maintaining comprehensive records, interviewing witnesses, and investigating losses.

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**I. Description of Operations Financed (cont.)**

The DPMO conducts communications and outreach programs to share information on DoD personnel accounting and recovery activities with Congress, families of missing persons, the military services, veterans' service organizations and the general public. These activities include declassification and transfer of information to the Library of Congress (LOC) and the National Archives for public access.

The DPMO oversees the policies, processes, and programs of DoD organizations that support personnel recovery, remains recovery, and identification in the personnel accounting and personnel recovery communities. These organizations include:

- The U.S. Pacific Command's Joint POW/MIA Accounting Command (JPAC);
- The Armed Forces DNA Identification Laboratory (AFDIL);
- The Air Force's Life Sciences Equipment Laboratory (LSEL);
- The military Services casualty offices;
- Service, COCOM, and other DoD Component personnel recovery offices and activities;
- Service SERE Schools, and
- The Joint Personnel Recovery Agency.

The DPMO leads negotiations and enters into international arrangements to secure foreign nation support for the search and recovery of remains and access to archives and other information to support the personnel accounting mission. The DPMO develops policy related to preparing military, DoD civilians and contractors to survive isolating events, to evade capture and survive in captivity. The DPMO ensures that operational commanders, their staffs, and recovery forces are trained to recover personnel isolated from friendly

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**I. Description of Operations Financed (cont.)**

control and to oversee repatriation and reintegration activities. The DPMO provides analytical, research, investigative, and logistical support to the United States (U.S.) and Russia Joint Commission on POW/MIAs and monitors activities conducted by other departments and agencies, foreign governments, and non-government organizations (NGOs) related to the issue of the missing. The DPMO will leverage the Department's humanitarian work to encourage other nations to adopt common perspectives and procedures that promote similar values and advance the U.S. government's (USG's) ability to operate in coalitions and cooperate on common security challenges.

**Following is a description of DPMO's activities to be completed in FY 2014:**

**Personnel Recovery Policy** - Annex 1 to National Security Presidential Directive 12 (NSPD-12), "United States Policy on Personnel Recovery and the Prevention of U.S. Hostage Taking and Other Isolating Events," signed in December 2008, calls for synchronization of U.S. Government capabilities in response to an event in which personnel become isolated from friendly control. The DPMO has developed a strategy to comply with this guidance and will continue to transform the personnel recovery function into one that leverages interagency capabilities to reduce the consequences of hostage taking and other isolating events. In FY 2014, the DPMO will:

- Update DoD issuances pertaining to strategic communication, personnel recovery training, reintegration, non-conventional assisted recovery, boards of inquiry and DoD support to civil search and rescue.
- Continue to co-chair activities for the Joint Personnel Recovery Interoperability and Technology Working Group (JPRI&TWG) to integrate personnel recovery technologies across the Department, manage engineering change proposals, and pursue new

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**I. Description of Operations Financed (cont.)**

technologies to enhance report, locate, support, recover and reintegrate capabilities

- Continue to co-chair activities for the Interagency Joint Personnel Recovery Interoperability and Technology Working Group (IA JPRI&TWG) to improve command and control during personnel recovery events when under Chief of Mission authority and to establish and interagency common operating picture for personnel recovery.
- Continue to participate as a key partner in the NSS Counterterrorism Support Group's Hostage and Personnel Recovery Working Group.
- Continue to co-chair the Interagency Personnel Recovery Working Group (IA PR WG) to address other integration and operational issues not addressed in the IA JPRI&TWG.
- Continue supporting operations in Afghanistan with personnel recovery planning and oversight of isolated personnel.
- Support reintegration planning and execution for isolated DoD personnel globally and upon request support isolated American citizens.
- Plan with the accounting community for the transition of forces out of Afghanistan and operations under Chief of Mission authorities.
- Lead the Department's support to civil search and rescue, both nationally and internationally.
- Oversee the Military Departments' compliance with statutory and DoD requirements regarding Boards of Inquiry for missing service personnel.
- Lead the Department's Non-conventional Assisted Recovery (NAR) program, validating, prioritizing and funding Combat Commands (COCOMs) NAR requirements and ensuring compliance with congressional reporting requirements.
- Lead the Departments effort to increase Military Service's Survival, Evasion, and Resistance and Escape training capacity for Military personnel and DoD civilians.

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**I. Description of Operations Financed (cont.)**

**Personnel Accounting Policy, Research, Analysis, and Investigation**

The DPMO oversees DoD efforts to recover and account for U.S. service members and DoD-related civilian personnel (or if deceased, their remains), who are unaccounted for from World War II, the Korean War, Cold War, Indochina (Vietnam) War, Persian Gulf War, the Iraq Theater of Operations, and other conflicts or incidents as the Secretary directs. The DPMO is the DoD lead agency for coordinating with other USG agencies and within DoD foreign governments, and NGOs on all matters related to the accounting missions including conducting international negotiations to achieve access to loss sites and/or information that leads to the recovery of missing personnel or their remains; researching and analyzing reports, archival materials, personal histories related to unaccounted-for personnel and deploying investigation teams; and supporting the U.S. side of the U.S.-Russia Joint Commission on POW/MIA affairs.

In FY 2014, in support of Indochina (Vietnam) War recoveries, the DPMO will:

- Continue the multi-year process to enable Laotian and Vietnamese aircraft companies to acquire certifications necessary to carry DoD personnel and cargo and encourage Laos and Vietnam to take steps in the interim that will continue this capability until certified.
- Continue efforts to gain additional access to archival material in Vietnam, China, Russia, and other countries' archives.
- Continue to advocate with Laos to permit more flexibility in operational missions and take steps that will increase the pace of excavations.
- Continue efforts to gain access to remaining restricted sites in Vietnam.

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**I. Description of Operations Financed (cont.)**

- Build upon opportunities to expand the use of Vietnamese investigation and remains recovery capabilities.
- Continue research and analysis to develop leads for case investigation and support remains identifications.
- Update case summaries for families.

Korean War - In FY 2014, the DPMO will:

- Remain ready to negotiate and resume remains recovery operations in North Korea.
- Continue working with the Chinese Peoples' Liberation Army (PLA) archivists to acquire access to information related to missing U.S. servicemen from the Korean War, to include hosting one joint meeting in Washington, DC.
- Continue to search for and analyze Korean War information from other foreign archives, such as China, South Korea, Russia, and other countries.

Cold War - In FY 2014, the DPMO will:

- Conduct archival research in the U.S., China, and Russia to locate potential witnesses and gather information for analysis.
- Continue working with Chinese PLA, Russian, and Eastern European archivists to locate and analyze documents to find information about missing personnel.

World War II - In FY 2014, the DPMO will:

- Deploy field research teams to the areas of responsibility (AOR) of EUCOM, PACOM and other COCOMs as required.

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**I. Description of Operations Financed (cont.)**

- Continue to populate an existing WWII database with loss information and loss coordinates by scanning and analyzing historical documents to assemble and create case files.
- Conduct joint investigations with JPAC primarily in the PACOM AOR, and others as required.
- Conduct large scale research projects on geographic loss areas from which multiple personnel are missing.
- Engage with India and Burma to recover the remains of WWII missing in the China-Burma-India Theater.

Iraq Theater of Operations - In FY 2014, the DPMO will:

- Consolidate current and historic intelligence information from all sources into individual case files.
- Review and analyze case files to establish new leads and/or investigate approach strategies.
- Plan with the personnel recovery community for the transition of forces out of Afghanistan and operations under Chief of Mission authorities.

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**I. Description of Operations Financed (cont.)**

**Outreach**

The DPMO is responsible for informing the families, Congress, veterans' service organizations, and the general public about missing personnel and ongoing efforts to recover and identify missing personnel. In FY 2014, the DPMO will:

- Host family meetings in seven major cities across the United States to reach approximately 1,700 family members to brief family members on government procedures, processes, and efforts to account for missing servicemen.
- Provide support to the annual meeting for Vietnam War families in conjunction with the National League of Families of American Prisoners and Missing in Southeast Asia with the goal of reaching 300 families.
- Host two annual meetings with veterans and families to update them on the latest efforts, policies, and initiatives regarding DoD accounting efforts.
- Create and distribute the National POW/MIA Recognition Day poster to the Military Services, the Department of Veterans Affairs, the veterans' service organizations, families of the missing organizations, and interested Americans.
- Maintain a website on POW/MIA accounting.

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**I. Description of Operations Financed (cont.)**  
**Individual Deceased Personnel Files (IDPFs) Project**

The IDPFs are a key source of records used to identify human remains. All investigations begin with the POW/MIA community requesting these files. The files contain paper records and photographs organized in folders by the service member's serial number. During World War II (WWII), the U.S. Army Graves Registration Service compiled IDPFs for each serviceman and woman who died during the war. These records were created for those who died in service stateside and overseas in WWII and in later wars and conflicts. These files are currently located at the Washington National Records Center (WNRC), a NARA pre-archival facility in Suitland, Maryland. The U.S. Army is the owner of these IDPF files which were placed in the facility in 1970. The U.S. Army Adjutant General is the Executive Agent (EA) for the records, but the U.S. Army Records Management and Declassification Agency (RMDA) in Ft. Belvoir, VA is responsible for paying the management, storage, and shipping fees for the records which average \$50 per file. Because of current budget constraints, the RMDA began initiating a permanent accession the records to NARA, which would restrict the Department's access to the files and dramatically increase the costs and timeliness associated with acquiring the files for research and analysis by the personnel accounting community. When the DPMO became aware of this future transfer, a request was made to the U.S. Army Adjutant General to extend the temporary designation of the IDPF files, preventing them from being permanently accessioned to NARA. The Adjutant General approved the extension for five years.

The DoD POW/MIA communities are partnering on this project with the goal of digitizing these files for use among all of the communities of interest. The project will require the release, transport, handling, scanning, and return of approximately 405,000 WWII and 37,000 Korean War IDPFs from the WNRC, each averaging 80 pages per file, and the total equaling approximately 35.4 million pages of various types of aged paper records. The

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**I. Description of Operations Financed (cont.)**

project will require logistics and production control, labor to support a large-scale production scanning operation, and a quality assurance system to monitor the quality of the scanned documents.

The IDPF scanning project aims to satisfy the requirements placed on the DPMO by the National Security Presidential Directive-12 (NSPD-12) Annex 1 and the National Defense Authorization Act (NDAA) for FY 2010. These documents require the DoD to provide a consolidate database and a personnel file for all isolated and missing persons for which we have information from WWII to today. The Secretary of Defense has designated the DPMO as the implementing authority for this capability. The three-year project to scan all 442,000 IDPF files into an archival data library will provide "at will" access to sustain research and analysis to support the personnel accounting and recovery missions.

Changes from FY 2013 to FY 2014: The price change for the DPMO is \$+267 thousand; and after considering the effects of inflation, the net program change is a decrease of \$-370 thousand. The DPMO's program decrease is accredited to the reductions in printing costs, intra-governmental purchases, travel, and information technology requirements. Additionally, the DPMO reduced by one full-time equivalent (FTE); as such, compensation requirements have been adjusted accordingly for FY 2014.

**II. Force Structure Summary:**

N/A

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III. Financial Summary (\$ in thousands)

	FY 2013					Current Estimate	FY 2014 Estimate
	FY 2012 Actual	Budget Request	Congressional Action				
			<u>Amount</u>	<u>Percent</u>	<u>Appropriated</u>		
<b>A. BA Subactivities</b>							
4. Administrative and Service-Wide Activities	19,824	21,964				21,964	21,594
<b>Total</b>	<b>19,824</b>	<b>21,964</b>				<b>21,964</b>	<b>21,594</b>

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III. Financial Summary (\$ in thousands)

<b>B. <u>Reconciliation Summary</u></b>	<b>Change</b>	<b>Change</b>
	<b><u>FY 2013/FY 2013</u></b>	<b><u>FY 2013/FY 2014</u></b>
<b>Baseline Funding</b>	<b>21,964</b>	<b>21,964</b>
Congressional Adjustments (Distributed)		
Congressional Adjustments (Undistributed)		
Adjustments to Meet Congressional Intent		
Congressional Adjustments (General Provisions)		
<b>Subtotal Appropriated Amount</b>	<b>21,964</b>	
Fact-of-Life Changes (2013 to 2013 Only)		
<b>Subtotal Baseline Funding</b>	<b>21,964</b>	
Supplemental		
Reprogrammings		
Price Changes		267
Functional Transfers		
Program Changes		-637
<b>Current Estimate</b>	<b>21,964</b>	<b>21,594</b>
Less: Wartime Supplemental		
<b>Normalized Current Estimate</b>	<b>21,964</b>	

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**III. Financial Summary (\$ in thousands)**

	<b>Amount</b>	<b>Totals</b>
<b>C. Reconciliation of Increases and Decreases</b>		
<b>FY 2013 President's Budget Request (Amended, if applicable)</b>		<b>21,964</b>
1. Congressional Adjustments		
a. Distributed Adjustments		
b. Undistributed Adjustments		
c. Adjustments to Meet Congressional Intent		
d. General Provisions		
<b>FY 2013 Appropriated Amount</b>		<b>21,964</b>
2. War-Related and Disaster Supplemental Appropriations		
3. Fact-of-Life Changes		
<b>FY 2013 Baseline Funding</b>		<b>21,964</b>
4. Reprogrammings (Requiring 1415 Actions)		
<b>Revised FY 2013 Estimate</b>		<b>21,964</b>
5. Less: Item 2, War-Related and Disaster Supplemental Appropriations and Item 4, Reprogrammings		
<b>FY 2013 Normalized Current Estimate</b>		<b>21,964</b>
6. Price Change		267
7. Functional Transfers		
8. Program Increases		
a. Annualization of New FY 2013 Program		
b. One-Time FY 2014 Increases		
c. Program Growth in FY 2014		
9. Program Decreases		-637
a. Annualization of FY 2013 Program Decreases		
b. One-Time FY 2013 Increases		
c. Program Decreases in FY 2014		
1) Support Operations	-557	
Program decreases attributed to the reductions in printing costs, travel, intra-governmental purchases, and information technology requirements. (FY 2013 Baseline \$8,754K; +0 FTEs)		

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**III. Financial Summary (\$ in thousands)**

<b>C. Reconciliation of Increases and Decreases</b>	<b>Amount</b>	<b>Totals</b>
2) Compensation Costs	-80	
The DPMO reduced by one full-time equivalent (FTE); total compensation requirements have been adjusted accordingly for FY 2014. (FY 2013 Baseline \$12,520K; -1 FTE)		
<b>FY 2014 Budget Request</b>		<b>21,594</b>

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**IV. Performance Criteria and Evaluation Summary:**

The DPMO has made progress within its means to continue the mission for a comprehensive, coordinated, and integrated program to account for personnel unaccounted for from World War II, the Cold War, the Korean War, the Vietnam conflict, and the Iraqi Theater of Operations. The DPMO has addressed programmatic efficiencies, as directed by the Department, by reducing several tasks within each mission area while maintaining the integrity of the overall effort. The DPMO continues to evaluate its operations and is looking for additional specific tasks for possible reduction or outright elimination.

The DPMO has developed several key metrics to track the performance of operations. Listed below are the key performance metrics.

- Number of coordinated actions regarding requests to disinter unknown remains for identification.

FY 2012 Actual	FY 2013 Planned	FY 2014 Estimate
14	47	78

- Number of leads analyzed, cases, witnesses and documents coordinated and used in field investigations.

FY 2012 Actual	FY 2013 Planned	FY 2014 Estimate
1,605	1,730	1,850

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**IV. Performance Criteria and Evaluation Summary:**

- Number of investigation site surveys to locate MIAs resulting in excavations and identifications.

FY 2012 Actual	FY 2013 Planned	FY 2014 Estimate
42	46	54

- Number of family member attendees at scheduled events:

FY 2012 Actual	FY 2013 Planned	FY 2014 Estimate
1,554	1,600	1,700

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**IV. Performance Criteria and Evaluation Summary:**

- Number of IDPFs scanned and available for electronic access:

FY 2012 Actual	FY 2013 Planned	FY 2014 Estimate
7,703	145,000	292,000

- Number of IDPFs that have passed the quality control review:

FY 2012 Actual	FY 2013 Planned	FY 2014 Estimate
2,375	144,000	290,000

- Number of users with electronic access to the IDPFs:

FY 2012 Actual	FY 2013 Planned	FY 2014 Estimate
0	250	1,000

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<b>V. <u>Personnel Summary</u></b>	<b><u>FY 2012</u></b>	<b><u>FY 2013</u></b>	<b><u>FY 2014</u></b>	<b>Change FY 2012/ FY 2013</b>	<b>Change FY 2013/ FY 2014</b>
<u>Civilian End Strength (Total)</u>	<u>81</u>	<u>81</u>	<u>80</u>	<u>0</u>	<u>-1</u>
U.S. Direct Hire	81	81	80	0	-1
Total Direct Hire	81	81	80	0	-1
<u>Active Military Average Strength (A/S) (Total)</u>	<u>46</u>	<u>46</u>	<u>46</u>	<u>0</u>	<u>0</u>
Officer	31	31	31	0	0
Enlisted	15	15	15	0	0
<u>Civilian FTEs (Total)</u>	<u>81</u>	<u>81</u>	<u>80</u>	<u>0</u>	<u>-1</u>
U.S. Direct Hire	81	81	80	0	-1
Total Direct Hire	81	81	80	0	-1
Average Annual Civilian Salary (\$ in thousands)	131.9	154.6	156.6	22.7	2.0
 <u>Contractor FTEs (Total)</u>	 <u>5</u>	 <u>5</u>	 <u>5</u>	 <u>0</u>	 <u>0</u>

The DPMO's reduction of one civilian full-time equivalent (FTE) is the result of consolidating legislative affairs functions across the Department to maximize use of DoD resources.

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

<u>OP 32 Line</u>	<u>FY 2012</u>	<u>Change</u>		<u>FY 2013</u>	<u>Change</u>		<u>FY 2014</u>
		<u>FY 2012/FY 2013</u>			<u>FY 2013/FY 2014</u>		
	<u>Actual</u>	<u>Price</u>	<u>Program</u>	<u>Estimate</u>	<u>Price</u>	<u>Program</u>	<u>Estimate</u>
101 Exec, Gen'l & Spec Scheds	8,394	20	1,418	9,832	86	-140	9,778
105 Separation Liability (FNDH)	0	0	30	30	0	-30	0
106 Benefit to Fmr Employees	2,289	0	369	2,658	0	90	2,748
<b>199 Total Civ Compensation</b>	<b>10,683</b>	<b>20</b>	<b>1,817</b>	<b>12,520</b>	<b>86</b>	<b>-80</b>	<b>12,526</b>
308 Travel of Persons	533	11	146	690	13	-13	690
<b>399 Total Travel</b>	<b>533</b>	<b>11</b>	<b>146</b>	<b>690</b>	<b>13</b>	<b>-13</b>	<b>690</b>
912 Rental Payments to GSA (SLUC)	1,418	28	114	1,560	30	-11	1,579
914 Purchased Communications (Non-Fund)	182	4	-4	182	3	0	185
920 Supplies & Materials (Non-Fund)	42	1	94	137	3	-20	120
921 Printing & Reproduction	64	1	-30	35	1	-26	10
923 Facilities Sust, Rest, & Mod by Contract	0	0	0	0	0	50	50
932 Mgt Prof Support Svcs	18	0	-18	0	0	0	0
987 Other Intra-Govt Purch	4,025	81	-1,289	2,817	54	-225	2,646
989 Other Services	2,858	57	-2,293	622	12	-46	588
990 IT Contract Support Services	0	0	3,400	3,400	65	-265	3,200
998 Other Costs (SOCOM Only)	1	0	0	1	0	-1	0
<b>999 Total Other Purchases</b>	<b>8,608</b>	<b>172</b>	<b>-26</b>	<b>8,754</b>	<b>168</b>	<b>-544</b>	<b>8,378</b>
<b>Total</b>	<b>19,824</b>	<b>203</b>	<b>1,937</b>	<b>21,964</b>	<b>267</b>	<b>-637</b>	<b>21,594</b>